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# NATIONAL COMMUNITY SERVICE ACT OF 1989

# HEARINGS

BEFORE THE

## COMMITTEE ON
## LABOR AND HUMAN RESOURCES
## UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

## S. 408

TO ESTABLISH A CORPORATION TO ADMINISTER A NATIONAL VOLUNTEER SERVICE PROGRAM

MARCH 9, 14, AND APRIL 21, 1989, WASHINGTON, DC
MARCH 20, 1989, DORCHESTER, MA

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# NATIONAL COMMUNITY SERVICE ACT OF 1989

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THURSDAY, MARCH 9, 1989

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
*Washington, DC.*

The committee met, pursuant to notice, at 9:45 a.m., in room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Pell, Simon, Harkin, Adams, Mikulski, Hatch, Kassebaum, Jeffords, and Cochran.

## OPENING STATEMENT OF SENATOR KENNEDY

The CHAIRMAN. We will come to order.

Today we begin the first of a series of hearings by our committee on national community service. This morning we will hear from several sponsors of such legislation, from national experts in the field of community service, and from a remarkable group of citizens ranging in age from 12 to 87, who have given their time and their caring as volunteers in their communities.

We had originally planned to hear testimony from Senator Nunn, who has introduced one of the leading proposals and who deserves great credit for reawakening national interest in this subject. Senator Nunn, as I am sure everyone understands, has a prior engagement, but he has offered to testify at our first hearing after the Tower vote—hopefully, that will not be too much later in life.

This Congress is seeing new interest in the idea of national community service. Eight different bills are before the committee. More than a dozen have been introduced in the House. Community service is not a new idea. America was built on the foundation of helping others. For more than two centuries, citizens have responded in times of need when war, depression, or natural disaster demanded that all citizens do their part.

In better times, cities and towns have grown stronger through the caring of neighbors who give their time freely for the good of all.

The question we are addressing in these hearings is the appropriate role of the Federal Government in encouraging these initiatives. In his Inaugural Address a quarter of a century ago, President Kennedy touched a responsive chord when he called upon Americans of all ages to ask what they could do for their country. Citizens responded by the millions, and today the Peace Corps, VISTA and the Older American Volunteer Programs, and numerous projects across America bear witness to those words and their enduring appeal.

All too often, however, citizens today are not asked to serve. To some extent, the new interest in the concept of service today is an unknown antidote to the excessive appeals of selfishness in recent years. The "me decade" is ending, and it is time now to renew President Kennedy's challenge for our own day and generation.

I have outlined legislation, which I intend to introduce next week, to establish nationwide opportunities for voluntary service, without distinctions because of class or income. The 60 million students from kindergarten to college are a powerful national resource that is largely untapped, so the special emphasis of the legislation is on school-based and college-based programs for pupils and students at every level to serve in their own communities.

I call this idea "Serve-America", and I am proposing a $100 million appropriation to enable schools, colleges and local agencies to create opportunities for millions of young people across the Nation to serve their country.

Under the proposal, communities will have the flexibility to design programs that meet local needs, but all projects will include certain features—an age-appropriate learning component, training for students and supervisors, and sustained commitment by the students. The best projects will receive grants for up to three years to pay for a program coordinator, training, transportation, insurance and other start-up costs.

While the legislation will be primarily concerned with school and college-based service, it will contain other provisions as well.

Today we will hear about several other interesting proposals offered by my colleagues in the Senate. We look forward to developing these ideas and to working with the Bush Administration to prepare an initiative to harness the energy, ability and idealism of Americans to meet our most pressing national goals.

This new effort should begin in the earliest grades, because the pupils of today are the voters and leaders of tomorrow. Community service should be part of the common experience of all citizens. It should become a vital part of the idea of "education for citizenship" in every school system in the Nation.

The genius of the American public school system is that we are not just educating the young to be teachers, doctors, lawyers, scientists, workers, or business men and women—we are educating them to be Americans. The lesson of service to others learned in youth will last a lifetime and produce a better, fairer and stronger America in the years ahead.

[The prepared statement of Senator Kennedy (with an attachment), follows:]

*from the office of*

**Senator Edward M. Kennedy**

*of Massachusetts*

## STATEMENT OF SENATOR EDWARD M. KENNEDY ON "NATIONAL AND COMMUNITY SERVICE LEGISLATION"

For Immediate Release:
March 9, 1989
CONTACT: Paul Donovan
(202) 224-2633
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Today we begin the first of a series of hearings by our Committee on national and community service. This morning we will hear from several sponsors of such legislation, from national experts in the field of community service, and from a remarkable group of citizens ranging in age from 12 to 87 -- who have given their time and their caring as volunteers in their communities.

We had originally planned to hear testimony from Senator Nunn, who has introduced one of the leading proposals and who deserves great credit to reawakening national interest in this subject. Senator Nunn, as I'm sure everyone understands, has a prior engagement, but he's offered to testify at our first hearing after the Tower vote. Hopefully, that won't be too much later in life.

This Congress is seeing new interest in the idea of national and community service. Eight different bills are before the Committee, and more than a dozen have been introduced in the House. Community service is not a new idea. America was built on the foundation of helping others. For more than two centuries, citizens have responded in times of need, when war, depression, or natural disaster demanded that all citizens do their part. In better times, cities and towns have grown stronger through the caring of neighbors who give their time freely for good of the all. The question we are addressing in these hearings is the appropriate role for the federal government in encouraging these initiatives.

In his Inaugural Address a quarter century ago, President Kennedy touched a responsible chord when he called upon Americans of all ages to ask what they could do for their country. Citizens responded by the millions, and today the Peace Corps, VISTA, the Older American Volunteer Programs, and numerous projects across America bear witness to those words and their enduring appeal.

All too often, however, citizens today are not asked to serve. To some extent, the new interest in the concept of service today is an unknown antidote to the excessive appeals of selfishness in recent years. The "me decade" is ending, and it is time now to renew President Kennedy's challenge for our own day and generation.

We do not have to compel young Americans to serve their country. As the students here today will demonstrate, all we have to do is ask -- and provide the opportunity.

I have outlined legislation, which I intend to introduce next week, to establish nationwide opportunities for voluntary service, without distinctions because of class or income. The sixty-million students from kindergarten to college are a powerful national resource that is largely untapped, so the special emphasis of the legislation is on school-based and college-based programs for pupils and students at every level to serve in their own communities.

I call this idea "Serve-America," and I am proposing a $100 million appropriation to enable schools, colleges and local agencies to create opportunities for millions of young people across the nation to serve their country. Under the proposal, communities will have the flexibility to design programs that meet local needs, but all projects will include certain features -- an age-appropriate learning component, training for students and supervisors, and a sustained commitment by students. The best projects will receive grants for up to three years to pay for a program coordinator, training, transportation, insurance, and other start-up costs.

While the legislation will be primarily concerned with school and college-based service, it will contain other provisions as well. Using existing federal resources, Serve-America will encourage the creation of full-time service corps for out-of-school youth and summer service corps for all youth. National recognition awards will be established for the best participants and programs in each state. And to make the most effective use of federal resources, the legislation will mandate that all federal agencies seek ways, in their existing programs, to provide or expand opportunities for service.

We must also develop cost-effective programs to expand opportunities for adults to respond to critical national needs. For twenty-five years, VISTA volunteers -- receiving only subsistence level pay -- have served in the front lines in the war on poverty. It is time to bring VISTA back to full strength. At a minimum, we should double the number of volunteers by 1993, which would restore the program to its peak level of the past.

Older Americans also represent an indispensable resource in meeting many of the country's urgent challenges, especially in areas such as long-term care and home care for the elderly, services to teenage parents, and assistance to the disabled. Today, 450,000 senior citizens serve in the Older American Volunteer Programs run by the ACTION agency. As part of our comprehensive approach to community service, we should substantially expand the corps of older volunteers working in such areas.

Finally, we should revitalize the National Health Service Corps as part of our nationwide effort to deal more effectively with the AIDS crisis.

Today we will hear about several other interesting proposals offered by my colleagues in the Senate. We look forward to developing these ideas and to working with the Bush Administration to prepare an initiative to harness the energy, ability and idealism of Americans to meet our most pressing national goals.

This new effort should begin in the earliest grades, because the pupils of today are the voters and leaders of tomorrow. Community service should be part of the common experience of all citizens. It should become a vital part of the idea of "education for citizenship" in every school system in the nation.

The genius of the American public school system is that we are not just educating the young to be teachers, doctors, lawyers, scientists, workers, or business men and women -- we are educating them to be Americans. The lesson of service to others learned in youth will last a lifetime, and produce a better, fairer, and stronger America in the years ahead.

# SERVE-AMERICA

## The Service to America Act of 1989

### Serve-America is Primarily School- and Campus-Based

- Sixty-million students offer a powerful, largely untapped, resource for service.
- Schools, colleges, and community agencies provide an existing organizational framework.
- Every young American can participate; no class or income distinctions.
- Continuous service opportunities are possible from kindergarten through college.
- The program generates many service hours at a low cost to taxpayers.
- Community agencies and schools will cooperate in designing service projects.

### Serve-America Benefits Students

- Starting in the earliest grades, children develop a lifelong sense of service.
- Bridging learning and service prepares students for citizenship.
- Community service builds a young person's self-esteem and sense of responsibility.
- Service programs teach teamwork, decision-making, and problem-solving.

### Serve-America Benefits Communities

- Young Americans provide valuable human resources.
- Locally designed projects respond to community needs.
- Programs create closer ties between communities and schools.
- Youth develop bonds to the community and concern for others' well-being.

## SUMMARY OF SERVE-AMERICA:

TITLE I: School- and Campus-Based Community Service. Provides $100 million for each of five years in start-up grants for educational institutions and community-based agencies to create or expand service opportunities for students from kindergarten through college. Projects should include an age-appropriate learning component, training for students and supervisors, and a sustained commitment by students.

TITLE II: Youth Service Corps. Encourages Job Training Partnership grantees to create or expand full-time and summer youth corps programs.

TITLE III: National Recognition. Raises the visibility of youth community service by creating "Presidential Awards for Service" to programs and individuals and by recognizing young Americans who contribute 150 hours or more annually to community service.

TITLE IV: Mandate for a Comprehensive Federal Service Strategy. Directs federal agencies to review existing programs and develop opportunities for service by Americans of all ages.

# SERVE-AMERICA: THE SERVICE TO AMERICA ACT OF 1989

## Summary

*Serve-America calls upon all young citizens to serve their communities. The sixty million students across America are a largely untapped, national resource for service. It will enable the call to service to begin in the earliest grades, grow into sustained community action in secondary schools and colleges, and to involve out-of-school youth. At modest cost, Serve-America will allow schools and community agencies to create part-time service opportunities for millions of young people in thousands of communities across the country. Using existing resources, Serve-America will also encourage the creation of full-time service corps for out-of-school youth. To inspire others to serve. Serve-America will provide national recognition awards to the best individuals and programs in each state. And to make better use of federal resources, Serve-America will mandate that every federal agency seek ways, in existing programs, to expand service opportunities for Americans.*

### TITLE I: SCHOOL- AND CAMPUS-BASED COMMUNITY SERVICE

Goal and Background: Community service should be an integral part of the learning process for all children from the beginning of their school experience.

- In Springfield, Massachusetts, community service is built into the curriculum from kindergarten through high school.

- In Boston and Chicago, college students in the "Literacy Corps" are volunteering as tutors in local schools in return for credit in their courses.

- In Pittsburgh's Oases program, at-risk middle-school students provide services to the community as part of a drop-out prevention program designed to build their self-esteem.

- In Los Angeles, over 20,000 students in high schools across the city participate in the Youth Community Service program, where they learn life and leadership skills while serving the Los Angeles community.

- In Providence, Rhode Island, Brown University students tutor "English as a Second Language" to Hispanics and South East Asian refugees.

**Principles of the Legislation: Title I builds on these efforts by providing start-up grants to existing institutions to create or expand service opportunities for students and out-of-school youth from kindergarten through college. Communities will have flexibility to design programs that meet local needs, while sharing the following essential components:**

- An age-appropriate learning component for students to reflect on their experiences. In a school setting, this component might be accomplished through coursework. In a community-based program, it might involve journal-writing and group discussions.

- Preservice and inservice training for both supervisors and students. Such training should involve representatives of the agencies where the services will be delivered and members of the community who will benefit from the services.

- A sustained commitment by students to their projects. Many students involved in community programs will continue their service beyond their initial commitment. Often, that marks the beginning of a life-long dedication to community service. To foster this commitment, applicants will set measurable, achievable goals for the number of students in their program and the number of service hours they will provide.

In addition to these components, priority will be given to programs that involve:

- participation of disadvantaged students as volunteers;
- students in the design and delivery of the project;
- volunteers of different ages, races, sexes, ethnic groups, and economic backgrounds working together.

The programs will be administered by the Department of Education, with substantial involvement of ACTION. Elementary and secondary schools, local education agencies, higher education institutions, local government agencies, non-profit community agencies, or groups of these organizations will be eligible to apply for grants. Applicants must design a program to enable students and/or out-of-school youth to perform meaningful and constructive service in agencies, institutions, and situations where their ability and commitment can assist in the solution of particular local problems. To ensure that each program has the support of both the school and the community, representatives of both the educational institution and the community where services will be delivered must be involved in the design of the project, and each application must contain a formal cooperative agreement with these agencies for the delivery of services.

The best projects will receive grants for up to three years to pay for a program coordinator, supervisors, training, reasonable transportation costs, insurance, and other start-up costs. Federal funds may not be used to pay stipends to students, although stipends may be made available with non-federal funds. Applications must indicate a means by which outstanding service will be recognized. Applicants must agree to provide students in the program with information, as appropriate, on VISTA, the Peace Corps, the New G.I bill and other service options.

In order to ensure that funded projects move toward self-sufficiency, applicants will be required to provide 10 percent matching funds in the first year, 30 percent in the second year, and 50 percent in the third year. Those funds (or in-kind contributions) could be raised through private contributions, state or local public funds, or any other non-federal source. Grantees may reapply for a second three-year grant to expand or improve a previously funded program or to start a new program with a different focus.

A national commitment to youth service must involve a partnership with states. States must submit a plan for coordinating local programs and ranking proposals according to the above criteria. States will then receive a formula grant. The state education and higher education agencies will jointly administer the program and provide technical assistance and training. States will also facilitate cooperative efforts among school districts and develop model curricula involving community service components. Governors and state legislatures will be encouraged to expand youth service opportunities with state funds.

Title I also authorizes funds for one or more national or regional clearinghouses, which will provide information, technical assistance, and training to states and communities. Organizations with extensive experience in community service programs, particularly those involving students, will receive priority for funding.

$100 million a year for five years is authorized for Title I programs. At least 80 percent of the funds will be distributed through formula grants to state governments, of which 5 percent may be used for state administration. The remaining 20 percent of funds will be distributed at the federal level for clearinghouse activities, training and technical assistance, and competitive grants to states, local education agencies, community-based agencies, and local governments to create national model youth service programs.

## TITLE II: YOUTH SERVICE CORPS

Background: The Job Training Partnership Act provides funds to local service delivery areas for summer youth employment, training, and remedial education. More than half a million disadvantaged youth are employed under this program in minimum wage public service summer jobs.

Experience shows that youth contribute more to their communities and gain better experience if they work as teams in well-organized youth service corps than if they are scattered in various jobs throughout the community. Pennsylvania and other states are now redirecting substantial parts of JTPA Title IIB funds into summer youth corps with positive results. Pennsylvania has also used state funds to expand Title IIB to youth who are not economically disadvantaged.

Principles of the Legislation: Title II encourages the use of JTPA funds for summer and full-year youth service corps. It also encourages states and communities to supplement JTPA federal funds with state and local dollars to allow these corps to include young people of all social and economic backgrounds.

Title II also requires the provision of information, technical assistance, grants and contracts for the purpose of demonstrating, establishing, and expanding model youth conservation and service corps. Such corps may include locally designed program options that respond to the diversity of states and communities.

## TITLE III: NATIONAL RECOGNITION

To raise the visibility of community service programs, Title III establishes a "Presidential Award for Service." Each year, the White House will honor outstanding performance by an individual engaged in service and an outstanding service program in each Congressional district. The individual need not be participating in a program receiving funds under this Act. Information about award recipients will be widely disseminated.

To encourage students to make a sustained commitment to service, Title III also authorizes a program to honor Americans who contribute 100 hours or more annually to community service. Those who qualify will receive a Presidential certificate acknowledging their service and commitment.

## TITLE IV:
## MANDATE FOR A COMPREHENSIVE FEDERAL SERVICE STRATEGY

Existing federal government programs offer great potential for expanding opportunities for service by Americans of all ages. Title IV recognizes that service should not be restricted to a single set of programs or policies. It directs the President to design a comprehensive federal service strategy with the following components:

- Each cabinet secretary and federal agency will review all existing programs under their jurisdictions to identify and expand opportunities for service, especially by students and out-of-school youth. Each cabinet secretary and federal agency will designate a senior official with responsibility for developing youth service opportunities in existing programs nationwide.

- In addition, each cabinet secretary and each federal agency will be encouraged to establish service projects and encourage its employees to participate as supervisors in such programs. Several cabinet departments already have summer youth service projects. The Department of Interior, for example, has contracted with the Student Conservation Association to coordinate a volunteer effort to restore Yellowstone Park facilities and forests destroyed in last year's fires.

- The President will designate a White House official to coordinate these efforts throughout the federal government.

---

*For more information, please contact:*
*Edward M. Kennedy, Chairman*
*United States Senate Committee on Labor and Human Resources*
*Washington, D.C. 20510*
*(202) 224-5501*

The CHAIRMAN. Senator Hatch.

## OPENING STATEMENT OF SENATOR HATCH

Senator HATCH. Thank you, Mr. Chairman.

I want to welcome all of our witnesses here today. This should prove to be a very interesting hearing.

Today we are celebrating the spirit of volunteerism in America. The concept of people helping people is really a cornerstone of the American culture. Over 150 years ago, Alexis de Tocqueville said, "I have often seen Americans make great and real sacrifices for the public welfare, and I have noticed at least 100 instances in which they lend faithful support to one another."

One hundred and fifty years later, President Bush has reached out and asked Americans to rekindle their spirit of volunteerism.

This morning, we are very fortunate to have five volunteers who represent President Bush's often-mentioned "thousand points of light" here with us. To you volunteers in today's audience—Katy Evans, Catherine Powers, Alex Byrd, Bobby Heard, Peter Waite and Robert Rothstein—the White House Office of National Service has asked me to convey the President's appreciation for the outstanding example set by your service to others.

With your testimony, I believe we will get a glimpse of the volunteer spirit that pervades our country. Every day, volunteer programs around America help thousands and thousands of families. As a matter of fact, in 1987, 80 million Americans donated 19.6 billion hours of service, providing free services that would have cost $150 billion to provide.

I do not believe, however, that money is the motivation for Americans to volunteer. It is the knowledge that they can make a real difference. In Utah, when our streets and homes were getting washed away by floods, county volunteers packed sandbags to dam roads and contain the rising waters. High-risk and drug-involved youth took time from their treatment programs to help an elderly couple retrieve their belongings. They endured the distaste, the stench and the difficulty of digging through mud to recapture the memories of an elderly couple who had lost their home in the flood.

The experience of service encouraged these young people to complete their schooling and, as one young lady said, "It saved my life."

There are numerous examples of where volunteers have made a real difference in the classroom, in community projects, or in the home a frail senior citizen. These efforts are occurring in all of our 50 States, supported by many State and local volunteer organizations. Even nationwide organizations have blossomed to encourage volunteerism throughout the country and throughout America.

In addition to these private sector efforts, our national volunteer agency, ACTION, enables volunteers of all ages to better serve their local communities. VISTA volunteers work to reduce poverty in their own neighborhoods. Foster Grandparents touch the lives of disadvantaged and sick children. Senior Companions help the frail elderly maintain their independence in their own homes. And last year, an army of Retired Senior Volunteers contributed over 73 million hours of service.

Today's hearing will focus on new proposals to expand our corps of volunteers. In the early Sixties, President Kennedy asked to expand our volunteer network across the seas, which we now know as the Peace Corps. In the near future, President Bush will send to Congress the initiative entitled, "Youth Engaged in Service," YES, and I urge you, Mr. Chairman, when he does, to schedule another day of hearings when his representatives can participate. So I hope you will be able to do that.

The President is committed to this effort, and it is best expressed in his own words when he spoke to a group of young people in St. Louis. He said, "From now on the definition of any successful life must include serving others—in a child care center, the corporate board room, in the rotary or the little league, or a tutoring program or a church or a synagogue." I strongly believe that service to others, of course, is a bipartisan issue, and I intend to work with my colleagues to find a way of expanding this volunteer spirit in America.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you.

I would mention that I called Roger Porter, the Chief Domestic Counsel, yesterday and indicated that we are having hearings today and would certainly look forward to reviewing the Administration's proposal on national service; and we have every intention of doing so.

Senator HATCH. We appreciate that very much.

The CHAIRMAN. Senator Pell.

## OPENING STATEMENT OF SENATOR PELL

Senator PELL. Thank you, Mr. Chairman.

I know that my own personal view is that our country should have a system of mandatory national service that would apply to everybody. It would involve either military or civilian service, and would apply to men and women alike. It would carry into effect the words of our chairman's brother some years ago: "Ask not what America can do for you; ask what you can do for America."

Now, while I am strongly committed to this concept, I am also a realist. I understand that while public opinion may be moving in this direction, we still have a long way to go. Most important, I believe very deeply that we should not commit ourselves until we understand the ramifications and cost implications of each such program.

We are, however, at the point where I believe we should and could enact a demonstration program of voluntary national service involving a strong community service and education component. My legislation provides for a demonstration program that would enable us to test the concept of national service to learn how much interest there truly is in community service, the socioeconomic background of students who would be interested in community service, and just how expensive a comprehensive program might be.

Here, you have the fact that about 4 million young people will reach the age of 18 in a year; that would be quite a program to work out, plus for the 400,000 or so sergeants that would be necessary to run it.

The approach embodied in the legislation I intend to introduce next week—and I have it right here with me and would welcome any cosponsors—also involves a commitment to a very important concept—namely, that successful completion of a national service program ought to carry an educational benefit.

Most important, the educational benefit should supplement and not replace our existing, proven Federal student aid programs. It would be cruel, indeed, to replace programs that today serve over 6 million students with one that would serve less with less assistance—specifically, as few as one-sixth—and it would require a special obligation of service by the poor simply because they are poor, that if they were going to get an education they would have to do national service, whereas a well-off kid could pay for it himself.

Finally, as one who has now worked for 20 years as either chairman or ranking member of the Education Subcommittee on behalf of equal educational opportunity, I want to emphasize that I will make every effort to ensure that whatever action we consider will strengthen, not diminish, our present, excellent Federal student aid programs. It is those programs that have made the dream of a college education a reality for millions upon millions of Americans who otherwise would have been unable to afford it. To abandon them, the programs and the young people, would be to court a tragedy of national proportions. To strengthen them and expand them must be our common goal, for it is upon the education and character of our people that the strength and help of our Nation truly depends.

Mr. Chairman, I would ask that an outline describing the major elements of my proposal be included in the hearing record following my statement.

The CHAIRMAN. It will be so included.

[The prepared statement of Senator Pell and outline follow:]

PREPARED STATEMENT OF SENATOR PELL

Mr. Chairman, I am delighted to be here today. As one who has been a longtime advocate of national service, I am very encouraged to see that this issue has finally surfaced and is today the subject of considerable national attention. It is also heartening that this issue is the subject of at least five other pieces of legislation already introduced in this session of Congress.

Two years ago, I unveiled my proposal to test the concept of national service when I introduced S. 762, the Voluntary National Service and Education Demonstration Program. I will again be introducing legislation in this same area, and copies of my bill are available today.

The Subcommittee on Education, Arts and Humanities, which I chair, held a hearing on this very topic last October. At that hearing, chaired by our good friend Bob Stafford, the Subcommittee learned of many of the strengths and weaknesses of established community service programs. I look forward to continuing that dialogue today and in subsequent hearings.

My own personal belief is that the United States should have a system of mandatory national service that would apply to everyone. It would involve either military or civilian service, and would apply to men and women alike. While I am strongly committed to this concept, I am also a realist. I understand that while public opinion may be moving in this direction, we still have a long way to go. And, most important, I believe deeply that we should not commit ourselves until we understand the ramifications and cost implications of such a program.

We are, however, at the point where I believe we should enact a demonstration program of voluntary national service involving a strong community service and education component. My legislation provides for a demonstration program that would enable us to test the concept of national service to learn how much interest there is in community service, the socioeconomic background of students who would be interested in community service, and just how expensive a comprehensive program might be.

The approach embodied in the legislation I will soon introduce also involves a commitment to a very important concept, namely that successful completion of a national service program should carry an educational benefit.

Most important, the educational benefit should supplement, and not replace, our existing, proven federal student aid programs. It would be cruel, indeed, to replace programs that today serve over six million students with one that would serve less with less assistance, and would require a special obligation of service by the poor simply because they are poor.

Finally, as one who has worked long and hard on behalf of equal educational opportunity, I wish to emphasize again that I will make every effort to ensure that whatever action we consider will strengthen and not diminish our federal student aid programs. It is those programs that have made the dream of a college education a reality for millions upon millions of Americans who otherwise would have been unable to afford it. To abandon them. . .the programs and the people. . .would be to court a tragedy of national proportions. To strengthen and expand them must be our common goal, for surely it is upon the education and character of our people that the strength and health of our nation depends.

Mr. Chairman, I would ask that an outline describing the major elements of my proposal be included in the hearing record following my statement.

## Senator Claiborne Pell's Voluntary National Service and Education legislation

### VOLUNTARY NATIONAL SERVICE AND EDUCATION DEMONSTRATION ACT

Authorization: $50 million per year, FY'90 through FY'94

Secretary of Education would make grants to State Higher Education Agencies to provide for the participation in community service programs for young men and women to serve America in a civilian capacity, and to fund a program of educational benefits once the student has completed community service.

Eligible community service programs include already established proven state and local programs, such as state work study programs and those eligible under VISTA.

In order to receive a grant a State Higher Education Agency would have to make formal application to the Secretary of Education. In its application the state agency would:

1) estimate the number of students to be served and the estimated cost of the program;

2) describe the community service programs eligible for participation in the civilian component of the program;

3) delineate the procedures to be used for verification of community service;

4) describe the criteria to be used in selecting program participants;

5) describe the criteria to be used to asertain successful completion of the community service component.

No more than 15% of any grant could be used for administrative purposes.

General eligibility requirement: an individual must have graduated from high school and be between the ages of 16 and 25.

Community services would be defined the same as in Section 447(b)(2) of the Higher Education Amendments of 1986.

The term of service would be two years. Participants would receive a subsistence stipend of $600 per month for 24 months. If an individual successfully completed the civilian component, they would be entitled to receive $250 a month plus tuition for 18 months of assistance for fulltime attendance in a program of postsecondary education or a state approved/certified apprenticeship program. Total assistance, however, could not exceed $7200 a year, or a total of $14,400.

Under the provisions of the legislation, persons selecting military service would be entitled to compensation as provided under the Montgomery GI Bill.

The Voluntary National Service program would pay the stipend of students enrolled in community service projects, and would pay for the educational benefits of all students. The after-service educational benefit would fund tuition, room and board, books and fees, and other costs the student would incur in attending school on a fulltime basis, but would not exceed $7200 a year, or a total of $14,400. The education benefits would be portable.

The **CHAIRMAN**. Senator Mikulski has a proposal on voluntary service as well, which has been extremely well-received. We look forward to your comments here.

Senator **MIKULSKI**. Thank you very much, Mr. Chairman, and I ask unanimous consent that my entire statement be included in the record.

The **CHAIRMAN**. It will be included.

## OPENING STATEMENT OF SENATOR MIKULSKI

Senator **MIKULSKI**. I am delighted to be here today as we begin a discussion on national community service legislation, and I want to thank you for convening this hearing so that the debates on the various proposals could move ahead. You and your family have had a long association with the concept of voluntary service. Your brother, of course, is the architect of VISTA and of Peace Corps. Your sisters have essentially lived a life of volunteerism, your sister Eunice in particular, for the Special Olympics. Teddy's work with the handicapped and Kathleen's work in Baltimore with high school kids are well-noted. And Senator Hatch and the President, of course, are talking now about volunteerism.

No issue is more important to me than voluntary community service. And I think no issue holds more importance for the future of our society than this issue. I feel that as we sit here in 1989, we need to have a new social invention to provide access to the American dream of higher education and home ownership—the type of imagination that brought to us the idea of night school; the kind of imagination that brought us the idea of the GI bill—and at the same time, in addition to providing access to the American dream, that would instill in our young people the "habits of the heart" that make our country great.

My idea comes from listening to lots of kids as they talk about their hopes, their dreams, and their aspirations. It comes from listening to lots of moms and dads who feel the frustration of the kind of "pocketbook economy", of wondering if their children will be able to have the same kind of education or better than theirs.

This is why my idea, cosponsored by Congressman Bonior of Michigan, has some, I think, very important ideas. As we go into the 21st century, we need to make sure that we have access to the American dream and recognize that we are facing a work force shortage.

Demography is destiny. There will be not only a shrinking pool of workers, but a shrinking pool of volunteers to be scout leaders and volunteer firefighters and Coast Guard Auxiliary and Civil Air Patrol.

Finally, we need to rekindle that sense of volunteerism. The Mikulski-Bonior bill will, I think, help do that. My bill is different from some of the other programs because what it calls for is a weekend service modelled after the National Guard. Volunteers in my national service idea would serve for two weekends a month and two weeks during the summer—an average of about nine hours per week. In our program, volunteers would work in their own community, making an investment in their own community.

I happen to believe that you do not have to leave your job or your family or your future behind for two years, although that could be a very reasonable alternative. You can volunteer weekends or evenings where you live and know that that is where the need is, and that when the voucher program part is done, that you continue to be there during that.

What would the kids do—or anyone, really, fit for duty? My program would not be limited to kids. It would be being a Boy Scout leader, a volunteer firefighter, teaching people how to read.

One of the reasons I came up with the weekend idea is that I know that not everybody can go away, and not everyone should go away. Our high-tech graduates coming out of Hopkins, going to work at the Goddard Space Center, have to go immediately into their field—but we sure need them Baltimore and Prince George's County, to organize "Saturday Scholar" programs for the gifted and talented, or science fairs, to get kids excited, or maybe even a whole new idea called "science scouting" to instill in our young kids the idea that science and math could be exciting.

For their volunteer work, for each year of service, the volunteers in my program would receive a $3,000 voucher good for reducing student debt or as a nest egg toward first-time home ownership. We would like them to serve for 3 to 6 years, because you have got to learn how to be a volunteer. It would give you an opportunity to pay off your student loan, contribute to your country, or lay the groundwork for first-time home ownership.

I think we have a good program, and I think that as we go through this, we will look forward to the comments. As we analyze these issues, though, I believe that one of the things that is absolutely clear is that we must leave the student loan and other aid programs alone as we work on national community service, and essentially give people the freedom of choice on how they would pay off their student loan, either through cash or through sweat equity.

My program offers the opportunity for sweat equity, to match your aspiration with perspiration. You can do that, and hopefully, it will be inspiring you to be a community leader.

I think that there are a variety of bills pending before the Senate. Each one of us has those components that, put together, could provide a continuum for community service. The Moynihan-Bumpers bill, Kennedy, Pell, and the President's bill—and I do believe that Senator Nunn, who has really been a founding father in this debate, has many good ideas in his program, and we look forward to hearing the debate, the discussion, and eventually offering to the American people a new social invention that will put a smile on Lady Liberty's face.

Thank you.

[The prepared statement of Senator Mikulski follows:]

## FULL TEXT
## Remarks for Senate Labor & Human Resources Committee Hearings
March 9, 1989
by Senator Barbara Mikulski, D-Md

Thank you, Mr. Chairman, for holding these hearings. I'm absolutely delighted to be here today as we begin discussion on national voluntary community service legislation.

No issue is more important to me than voluntary community service. No issue holds more importance for the future of our society.

Let me tell you about the Mikulski-Bonior bill: The National Community Service Act of 1989.

As we go into the 21st century, we must provide continued access to the American'dream -- the ability to afford higher education, and the ability to afford a home.

At the same time, as we go into the 21st century, we know we are facing a workforce shortage. Demography is destiny. There'll be not only a shrinking pool of workers, but a shrinking pool of volunteers to be scout leaders, volunteer firefighters, men and women in the coast guard auxiliary or the civil air patrol.

Finally, we need to rekindle the sense of volunteerism in our country's youth. What makes America great is not only our legislative framework or our constitution, but the way neighbor has always been committed to helping neighbor.

Sadly, today we are losing some of that. For many of our children, making money and getting ahead is the priority -- helping your friends and your community takes a back seat.

The Mikulski-Bonior bill will help change that.

My bill is different than the other programs. It calls for weekend service, modeled after the National Guard. Volunteers in National Community Service would serve for 2 weekends each month, and 2 weeks during the summer, or an average of 9 hours per week.

In our program, volunteers and work in their own communities. You won't have to leave your job, family and future behind for two years. Instead, you volunteer weekends or evenings, where you live.

Two weekends a month, delivering weekend Meals on Wheels, being boy scout leaders, girl scout leaders, volunteer firefighters or teaching people how to read. The high-tech kids could help do a Saturday-scholar program for the gifted and talented. Or maybe they can help at a Special Olympics. That is what we are talking about.

For each year of service, volunteers would receive a $3,000 voucher good for educational costs or the down payment on a first home. Each volunteer commits to 3 to 6 years of service.

We give you an opportunity to pay off your student loan and contribute to your country. To practice what I call the habits of the heart. To get involved with your own community.

Not everyone can go away for full time service. We know that our hi-tech graduates must move immediately into their field. There are many other graduates, such as single mothers, who need to stay in their own community.

So that's our program. A good program that meets our peoples' needs -- without creating a big bureaucracy. We set up a new "opportunity structure," so that people can help themselves while they are helping their community.

This committee will be hearing about several other programs in the next few days. Seven other creative programs from Senators with great ideas. We each stress different features.

I believe we must leave the student loan and other aid programs alone as we work on our national community service proposals. Leave student loans alone.

What my program proposes is that students' own work, their own sweat equity, can become an additional way for them to help get an education -- or buy a home. But we can't abolish the existing loan program.

This committee has the opportunity to take several of these proposals, put them together, and come up with a full continuum of volunteer service programs.

We can report out legislation that encourages people to volunteer in grade school, in high school, before, during and after college. On a full-time basis for those who can afford it. On a part-time basis for others.

You, Sen. Kennedy, have an excellent program to encourage kids to volunteer in their early years. In grade school. In High school. As you know, there is an exciting program in my own state of Maryland doing just that.

Our colleague Sen. Nunn has done very innovative work. He has a creative proposal for full-time, 2-year volunteers in either civilian or military service.

Senators Dodd and Moynihan also propose full-time programs that will support and expand existing state conservation corps programs.

Sen. Pell has a full-time program working with the state Higher Education Departments.

Sen. Bumpers wants to ensure the existing student loan programs treat volunteers in not-for-profits equitably with Peace Corps and ACTION volunteers.

And Sen. Graham also has an interesting bill.

Each of these proposals adds something to the whole discussion. We now need to examine them, and look at the best elements of each.

In my own bill, for instance, there are many questions we need your help in answering. Is two weekends service a month too much time, or too little?

Is a 3-year service commitment to short, or too long, or just right?

The discussion and questions begin today.

Who would have believed a year ago that we'd all be here today. That we'd be faced with seven excellent, creative pieces of legislation which -- taken together -- encourage volunteerism and build a new ethic of service for people from kindergarten through old age.

What is so exciting about this proposal is the fact that national community service is an idea whose time has come. From a dormant idea sometimes left only for kids of means in the sixties to get out there and do good -- to a new, contemporary idea that I think redefines patriotism. It is really a salute to the leadership that the Democratic party is providing.

Before I talk more about that, let me tell you why I am so excited that we are beginning this discussion.

It deals with a very important social need. The fact is this: the American dream is slipping away from us. More and more young Americans have limited access to the American dream. And how do we define the American dream? In our country it's always been for those who are middle class to have the opportunities to stay there or to do better. For those who aren't middle class, to give them an opportunity structure to help them get there.

These proposals for national voluntary service provide the chance for our youth to recapture the dream.

- One, they recognize aspiration -- that in our society everybody should have the opportunity to become all that they can be and that barriers to self-fulfillment and personal excellence should not be based of ones economic status. You should be able to be what you want to be -- or own a home -- not because of the social class you're born in with that social class being a freeze frame for the rest of your life.

- They also say that you can't get something for nothing. They recognize perspiration, that there has to be sweat equity, that if we are going to provide a public benefit there needs to be a corollary action.

- And at the same time while you're aspiring and perspiring we hope that you are inspired, that you're inspired in order to help neighbor help neighbor.

It is our hope that when they are out there doing the volunteer service maybe for the first time in their life, young people will be asked to do something. It is an absolute shock to me that in this last decade nobody has been asked to do anything, including, pick-it-up-yourself and maybe what we need to do is see where people can develop this sense of obligation.

And I hope that these new citizen activists, citizen soldiers, who when it's all said and done, waged war against drugs, illiteracy or pollution will look back with fondness on this experience -- and know that the pursuit of personal advancement need not be in conflict with the advancement of social progress. I think that these citizen volunteers will have their hearts touched as young people. And later on they'll touch American society in a very unique and special way because of National Service.

National Service is as old as our country and I think now we are going to renew it in a very special way. I like it because I'm a social worker. I truly believe that I am a better Senator because I worked in the streets and neighborhoods of my own home town of Baltimore.

I was a foster care worker, I worked with the elderly, I worked in fighting drug abuse. I can tell you I got more out of life because I went out and made home visits. As a Senator, I feel that what transformed me and brought me into the kind of public service is that I think politics is social work with power. It's not so much what I did for the poor but what the poor taught me. They taught me the courage, character, and competency is limited not to a single class or single gender, or a particular kind of neighborhood, it's throughout our country.

The legislation before this committee, including the Mikulski-Bonior bill, represent a full continuum of ideas about national service. We are in the fortunate position where we can work with and combine several of these approaches, rather than having to pick one over the other.

These ideas are complimentary. Senator Kennedy's bill provides a foundation for national service where it needs to be -- early on in our educational system. The Nunn-Robb-McCurdy bill establishes full-time military and civilian volunteer programs. And my legislation will add a part-time component to allow people to work in their own communities, on their own time.

The **Chairman**. Senator Kassebaum.

## OPENING STATEMENT OF SENATOR KASSEBAUM

Senator **Kassebaum**. Thank you, Mr. Chairman.

There are several distinguished panels to be heard from, and there are several very fine proposals that have been put forward, including your own, Mr. Chairman, and Senator Mikulski's, and I welcome the attention that this is being given in the public—a focus of attention on the importance of volunteerism, the importance of young people to be involved. And I think that the proposals that have been put forward and the interest reflect the strong feeling that voluntary service addresses not only many pressing needs in our society, but also enhances the sense of purpose and self-worth of those who offer their time and their talents.

But I would also, Mr. Chairman, hope that our enthusiasm over the benefits of service does not lead us to the creation of new bureaucracies which overlay the many community organizations already in operation, or lead us away from the notion that service to the community is something to be built into the routine of our lives. Service should not be regarded as an obligation to be met for a year or two and then abandoned.

In considering the various options, I think there are several principles which should be emphasized. First, I think it is extremely important that service activities be based in the community. One of the real values of service is the understanding it provides volunteers of the needs in their own communities.

Second, financial reward should not be seen as the incentive for offering service. True service is that which is freely given because one wants to make a real difference in improving the quality of community life.

Finally, carefully-planned service opportunities should be made available to young people at the high school or even junior high level. Beginning with this group of students instills the concept that service can be and should be incorporated into one's normal activities throughout one's life. Moreover, it reinforces one of the important goals of our educational system, and that is developing good citizens.

I have encouraged educators in my State to consider making community service a requirement for high school graduation. A number of schools throughout the country have already done so, and a good example is in Atlanta, where the public school students must complete 75 hours of community service in order to graduate.

Mr. Chairman, I know there are some very important statements to be heard, and I would just like to ask that my full statement be included in the record.

The **Chairman**. The statement will be so included.

[The prepared statement of Senator Kassebaum follows:]

SENATOR KASSEBAUM

## OPENING STATEMENT: NATIONAL AND COMMUNITY SERVICE HEARING

I welcome the opportunity to participate in today's hearing, which is the first in a series of committee hearings on national and community service. Service is very much in the spotlight, and I am pleased about the high level of attention it is getting. Hopefully, this attention will not only encourage more people to volunteer but will also increase the recognition of the substantial efforts already being undertaken in communities throughout our nation.

A number of proposals have been put forward to encourage participation in service activities. These proposals reflect the strong feeling that voluntary service addresses not only many pressing needs in our society but also enhances the sense of purpose and self worth of those who offer their time and talents.

I would just hope that our enthusiasm over the benefits of service does not lead us to the creation of new bureaucracies which overlay the many community organizations already in operation or lead us away from the notion that service to the community is something to be built into the routines of our lives. Service should not be regarded as an obligation to be met for a year or two and then abandoned.

In considering various options, I think there are several principles which should be emphasized.

First, I think it is extremely important that service activities be based in the community. One of the real values of service is the understanding it provides volunteers of the needs of their own communities.

Second, financial reward should not be seen as the incentive for offering service. True service is that which is freely given because one wants to make a real difference in improving the quality of community life.

Finally, carefully planned service opportunities should be made available to young people at the high school--or even junior high--level. Beginning with this group of students instills the concept that service can be and should be incorporated into one's normal activities throughout one's life. Moreover, it reinforces one of the important goals of our educational system, and that is developing good citizens.

I have encouraged educators to consider making community service a requirement for high school graduation. A number of schools throughout the country have already done so. For example, Atlanta public high school students must complete 75 hours of community service in order to graduate. Students receive one-half a credit for their work--which is performed after school or on weekends. Students and their parents arrange with over 200 cooperating agencies the type of work to be done. Once the service is completed, the student prepares a paper about the experience, which is graded by his or her English teacher.

Obviously, there are many different ways in which such a program could be structured. Another model is a program in Kansas City which draws on small teams of high school students to participate in service activities for a month during the summer. Volunteers work on projects developed by non-profit organizations. These projects have included working with abused children, coaching inner-city youth, winterizing homes, and running day camps for learning disabled children.

The diversity of American life has been reflected in the variety of service opportunities which are available. In addition to the activities sponsored by community-based organizations, there are options for service in organizations such as the Peace Corps, VISTA, and the military for those individuals who wish to make a full-time commitment.

The principles I have highlighted point toward the direction I believe we should be heading in terms of expanding service efforts. I hope we can build upon the enthusiasm which has been generated for service programs to forge an even stronger relationship between our citizens and their communities.

The CHAIRMAN. Senator Simon.

Senator SIMON. I just look forward to hearing our witnesses. I think this is an idea whose time has come. I think we ought to be examining it very, very carefully.

Thank you, Mr. Chairman.

[Prepared statement of Senator Simon follows:]

## STATEMENT OF SENATOR PAUL SIMON
## MARCH 9, 1989
## LABOR AND HUMAN RESOURCES COMMITTEE
## NATIONAL AND COMMUNITY SERVICE LEGISLATION

Mr. Chairman, I am pleased to join you in welcoming our witnesses and my colleagues on this Committee to hear testimony on national and community service legislation. I look forward to hearing their views and recommendations and commend them for their specific interest in this important issue.

I have always been in favor of the idea of national service. I believe that volunteerism and national and community service should be encouraged, especially among this nation's youth.

There are many successful and effective service and volunteer programs that currently exist, including the Civilian Conservation Corps, the Peace Corps and VISTA. The best use of our limited federal funds is to expand these existing programs and agencies to incorporate more volunteers and increase the numbers being served. Programs like the Literacy Volunteers of Chicago prove that a few federal dollars can go a long way. In 1981, the Literacy Volunteers of America placed 20 VISTA volunteers to establish a network of tutoring programs in the City of Chicago. Within one year, these volunteers developed fourteen tutoring sites and recruited and trained 250 community volunteers who, in turn, tutored 326 adults in basic reading and language skills. There are currently 1,500 people now being served weekly in the City of Chicago as a direct result of the literacy program initiated by the seed money and the original 20 VISTA volunteers. Other programs have been independently initiated and modeled after the VISTA program. At an average of $ 8,300 a year, a VISTA volunteer is a wise investment.

We need to be encouraging all citizens to become more active in community service. We especially need to turn a national liability, our unemployed youth, into a national asset. Young people needing work should be offered that work, serving in projects that will help conserve our public lands and in community service work that will enrich our community life.

Today, in the State of Illinois alone, 150,000 young people between the ages of 16 and 24 have no work. Last year there was an average of 2.5 million youth between the ages of 16 and 24 who were unemployed. I believe that this large untapped resource should be used to benefit this nation's parks, revitalize urban areas, and help the elderly and needy. It is important to ask our youth to serve. When Franklin Roosevelt launched the Civilian Conservation Corps in 1933, he said:

> 'More important... than material gains will be the moral and spiritual value of such work...[W]e can take a vast army of these unemployed out into healthful surroundings...[W]e can eliminate, at least to some extent, the threat that enforced idleness brings to moral and spiritual stability.'

Idleness and its poisons are no less a problem today than in 1933; they are a far greater problem. And we must target them with at least the same urgency and insight that FDR used 56 years ago. Those crews of spirited CCC enlistees working across this land found productive work and a paycheck in that program. But more than that, they also found hope. Millions of despairing Americans learned that a better future was possible and was within their grasp. The CCC's achievements across this nation were the original 'thousand points of light.' A nation that ignores the blight of hopelessness among its people -- and especially among its youth -- does so at its peril. We are reaping the consequences of that neglect today. The evidence is all around us.

I would like to commend my colleagues for the growing interest shown in national and community service. We are heading in the right direction. However, we must use caution. We should not eliminate or cut programs that work in order to fund new programs. We have many local, state and national programs that have been proven effective. We have the youth, the elderly, and those willing to volunteer. Our task at hand is to bring these forces together. I lend my support to this goal.

The **Chairman**. Senator Jeffords.

Senator **Jeffords**. Thank you, Mr. Chairman.

I would just like to add that Senator Simon and I worked on the House side trying to get something started on this for years, and we could not get them to agree to a study, to say nothing of a bill. So let's hope that we have a little more success over here.

The **Chairman**. I am sure we will.

The written statements of Senators Dodd and Coats will be included in the record at this point.

[The prepared statements of Senators Dodd and Coats follow:]

# STATEMENT OF SENATOR CHRISTOPHER J. DODD
# ON PROMOTING VOLUNTEER SERVICE
# AND THE AMERICAN CONSERVATION AND YOUTH SERVICE CORPS ACT OF 1989
MARCH 9, 1989

MR. CHAIRMAN, THERE ARE A NUMBER OF LEGISLATIVE INITIATIVES BEFORE THIS COMMITTEE THAT WOULD PROMOTE NATIONAL SERVICE. IT IS APPARENT THAT FEW OF US DISAGREE ON THE THEORY THAT THERE SHOULD BE A FEDERAL INITIATIVE TO ENCOURAGE YOUTH TO PLAY A LARGER ROLE IN THE BETTERMENT OF THEIR COMMUNITIES AND NATION. WE DO HOWEVER HAVE OUR OWN VIEWS ON HOW THE CONGRESS CAN BEST PROMOTE SERVICE AND WHETHER YOUTH NEED TO BE ASKED OR PUSHED TO SERVE.

THE CHALLENGE WE FACE IS TWO-FOLD. FIRST AND FOREMOST, WE NEED TO CONVINCE YOUTH THAT THEY HAVE A PLACE IN AND A RESPONSIBILITY FOR THIS NATION. WE NEED TO CONVINCE THEM THAT THEY SHOULD VOLUNTEER. SIMULTANEOUSLY, AS WE BOLSTER THE SENSE OF COMMITMENT ON THE PART OF YOUTH, WE NEED TO ENCOURAGE STATES TO TAKE THE INITIATIVE TO DEVELOP A NETWORK OF SERVICE CORPS.

IF THE FEDERAL GOVERNMENT IS COMMITTED TO ENCOURAGING YOUTH TO VOLUNTEER AND MAKE THIS A BETTER COUNTRY, I BELIEVE THAT YOUTH WILL RESPOND. MY BILL -- THE AMERICAN CONSERVATION AND YOUTH SERVICE CORPS ACT OF 1989, S. 322 -- IS DESIGNED TO SUPPORT THE EXPANSION OF DOMESTIC SERVICE OPPORTUNITIES BY STATE AND LOCAL GROUPS TO MEET THE DEMANDS OF OUR COMMUNITIES AND YOUTH.

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SOME OF US DISAGREE ON THE EXTENT TO WHICH THE FEDERAL GOVERNMENT SHOULD ADMINISTER VOLUNTEER SERVICE PROGRAMS. IT IS A FACT THAT THERE ARE CLOSE TO 50 FULL AND PART-TIME YOUTH VOLUNTEER PROGRAMS ALREADY ACTIVE IN THE UNITED STATES. THERE ALREADY EXIST OPPORTUNITIES FOR STUDENTS IN HIGH SCHOOLS AND COLLEGES TO SERVE THEIR COMMUNITIES IN A VARIETY OF CAPACITIES. WE NEED TO BUILD ON THESE EXISTING PROGRAMS. WE NEED TO ENCOURAGE THOSE STATES, COMMUNITIES AND SCHOOLS WITHOUT SUCH PROGRAMS TO PROMOTE SERVICE.

THE BEST WAY TO DO THIS IS TO FOSTER A FEDERAL/STATE PARTNERSHIP THROUGH WHICH THE FEDERAL GOVERNMENT WOULD PROVIDE MATCHING GRANTS TO STATE AND LOCAL GROUPS FOR GRASSROOTS DEVELOPMENT OF SERVICE CORPS. I DO NOT THINK THAT A TOPDOWN PROGRAM COULD ADEQUATELY MEET THE NEEDS OF VOLUNTEERS AND COMMUNITIES.

IF WE ARE SO SET ON PROMOTING VOLUNTEER SERVICE, WE SHOULD BE CONSIDERATE OF THE FINANCIAL RESTRAINTS ON OUR BUDGET AND APPROPRIATION COMMITTEES. WE SHOULD WORK OUT A PACKAGE OF SERVICE INITIATIVES THAT WE ARE ABLE TO AFFORD. WE SHOULD ENCOURAGE STATES TO TAKE THE INITIATIVE ON IMPLEMENTING SERVICE PROGRAMS WHILE THE FEDERAL GOVERNMENT PROMOTES A NATIONAL VOLUNTEER SERVICE ETHIC. IF STATE AND LOCAL GROUPS ARE ASKED TO TAKE THE INITIATIVE TO IMPLEMENT SERVICE CORPS THERE IS A BETTER CHANCE THAT THEY WILL BE ABLE TO REACT TO THE NEEDS AND DEMANDS OF THEIR COMMUNITIES AND GROW AND SHRINK WITH THE ECONOMIC CONDITIONS OF THEIR REGION.

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WITH THESE POINTS IN MIND, I WOULD LIKE TO HIGHLIGHT SOME OF THE PROVISIONS OF THE AMERICAN CONSERVATION AND YOUTH SERVICE CORPS ACT OF 1989 -- S. 322, WHICH I INTRODUCED ON FEBRUARY 28TH.

S. 322 WOULD ESTABLISH A SYSTEM OF THROUGH WHICH 50-50 MATCHING GRANTS COULD BE APPLIED FOR BY STATE AND LOCAL VOLUNTEER SERVICE CORPS.

** YOUTH AGES 16-25 WOULD BE ELIGIBLE TO PARTICIPATE IN FULL-TIME SERVICE CORPS PROGRAMS. 15-21 YEAR-OLDS COULD PARTICIPATE IN THE SUMMER YOUTH SERVICE CORPS. A HIGH SCHOOL DIPLOMA WOULD NOT BE REQUIRED FOR PARTICIPATION, BUT YOUTH WOULD NOT BE ABLE TO DROPOUT OUT OF HIGH SCHOOL TO PARTICIPATE.

** 10 PERCENT OF FEDERAL FUNDS WOULD BE SET-ASIDE FOR IN-SERVICE EDUCATION AND TRAINING OPPORTUNITIES. AN ADDITIONAL 10 PERCENT WOULD BE SET-ASIDE FOR POST-SERVICE EDUCATION AND TRAINING OPPORTUNITIES.

** SERVICE IN THE CORPS COULD NOT EXCEED 24 MONTHS.

** STATES WOULD HAVE THE FLEXIBILITY TO PAY VOLUNTEERS A SUBSISTENCE WAGE OF 50 - 100 PERCENT OF MINIMUM WAGE UP FRONT. THE REMAINDER OF THE MINIMUM WAGE -- UP TO 160 PERCENT -- WOULD BE MADE AVAILABLE TO THE VOLUNTEERS AT THE END OF THEIR SERVICE IN THE FORM OF A VOUCHER FOR EDUCATION OR TRAINING OPPORTUNITIES.

(DODD)

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FINALLY, MY BILL AUTHORIZES ONLY $152.5 MILLION FOR FISCAL YEAR 1990.

I LOOK FORWARD TO DISCUSSING THE VARIOUS PROPOSALS BEFORE US AND WOULD LIKE TO EXPRESS MY STRONG INTEREST IN WORKING WITH MEMBERS OF THIS COMMITTEE TO DISCUSS THE BEST WAY TO PROCEED. IN MY SUBCOMMITTEE ON CHILDREN AND FAMILIES, I WILL BE WORKING ON THE REAUTHORIZATION OF ACTION AND -- ALONG THE SAME LINES AS I DISCUSSED EARLIER -- IT WOULD BE MOST ADVANTAGEOUS FOR US TO CONTEMPLATE HOW WE CAN BUILD ON EXISTING PROGRAMS. I HOPE OUR INTEREST IN VOLUNTEER SERVICE WILL INCLUDE A WILLINGNESS TO STRENGTHEN THE PROGRAMS ALREADY IN PLACE THROUGH ACTION. **

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** THE DOMESTIC VOLUNTEER SERVICE ACT OF 1973 (DVSA) -- Programs administered by ACTION include VISTA AND The Older Americans Volunteer Programs (OAVP).

**SENATOR DAN COATS' STATEMENT (INSERT) REGARDING VOLUNTEER SERVICES BEFORE THE LABOR COMMITTEE:**

MR. CHAIRMAN. OUR NATION HAS BEEN BLESSED BY THE TREMENDOUS TALENTS AND RESOURCES OF ITS CITIZENS. EVIDENCE OF THIS CAN BE FOUND BY THEIR EXTRAORDINARY ACHIEVEMENTS IN THE WORLD OF BUSINESS, SCIENCE, THE HUMANITIES AND THE ARTS. UNFORTUNATELY, THE IMPORTANT ROLE OF ANOTHER HUMAN RESOURCE, VOLUNTEER SERVICES, HAS NOT TRADITIONALLY RECEIVED THE RECOGNITION IT DESERVES. TODAY, WE BEGIN HEARINGS TO EXAMINE THE ROLE AND SCOPE OF VOLUNTARY SERVICES IN AMERICA. I LOOK FORWARD TO WORKING WITH THE ADMINISTRATION AND MY SENATE COLLEAGUES TO EVALUATE EXISTING AND NEW PUBLIC/PRIVATE INITIATIVES TO PROMOTE INCREASED PARTICIPATION IN VOLUNTEER PROGRAMS NATIONWIDE.

EVERY YEAR LITERALLY MILLIONS OF HOURS ARE SELFLESSLY DONATED TO PROVIDE EDUCATION AND GUIDANCE TO OUR YOUTH; MEDICAL CARE AND COMFORT TO THE ILL AND ELDERLY; AND SHELTER AND TRAINING TO THE DISADVANTAGED. THE PRIVATE SECTOR HAS RIGHTLY TAKEN THE LEAD IN ENCOURAGING INDIVIDUAL ACTION TO MEET COMMUNITY NEEDS. ORGANIZATIONS SUCH AS ROTARY AND LIONS CLUBS, CATHOLIC SOCIAL SERVICES AND THE JEWISH FOUNDATION, BOY SCOUTS AND GIRL SCOUTS, RED CROSS AND BIG BROTHERS AND BIG SISTERS HAVE PROVEN REPEATEDLY THAT A SINGLE PERSON CAN MAKE A DIFFERENCE. THESE AND THOUSANDS OF OTHER ORGANIZATIONS HAVE DISTINGUISHED THEMSELVES BY THE DEPTH OF THEIR COMMITMENT AND THE BREADTH OF THEIR CARING. AS WE CONSIDER VARIOUS NATIONAL AND COMMUNITY SERVICE LEGISLATION, IT IS IMPERATIVE THAT WE MAKE CERTAIN THAT PRIVATE SECTOR ORGANIZATIONS ARE INCLUDED.

FEDERAL INITIATIVES HAVE ALSO PLAYED AN IMPORTANT PART IN PROMOTING VOLUNTEER PARTICIPATION. PROGRAMS LIKE ACTION, VISTA, AND THE PEACE CORPS

HAVE BENEFITTED MANY, AS WELL AS GIVEN VOLUNTEERS THEMSELVES VALUABLE EXPERIENCE AND INSIGHT.

I APPLAUD THE EFFORTS OF THE COUNTLESS NUMBER OF AMERICAN CITIZENS WHO HAVE CONTRIBUTED THEIR TIME AND ENERGY TO VOLUNTEER SERVICES AND SHARE THE CONCERN OF OUR COMMITTEE AS WE NOW EXAMINE OTHER POSSIBILITIES WHICH MAY BE AVAILABLE TO PROMOTE ADDITIONAL VOLUNTEERISM. THE VOLUNTEER EFFORTS OF SELFLESS AMERICANS HAVE BEEN AT THE ROOT OF SOCIAL CONCERN AND REFORM THROUGHOUT OUR HISTORY. AS THEY CONTINUE TO TOUCH LIVES TODAY--COUNTLESS MEN AND WOMEN, EXPECTING NO REWARD, CONTRIBUTE TIME AND ENERGY TO MEET VITAL NEEDS. IF THIS COMMITTEE CAN BE OF USE TO THESE PEOPLE EXPLORING WAYS TO PROMOTE VOLUNTEERISM, OUR EFFORTS WILL BE WELL SPENT.

The **Chairman**. Let us welcome our colleagues, who have been very active in shaping and developing this discussion and this debate and have been involved in this issue for some years.

I would ask them to all come forward. I recognize Senator Bumpers, Senator Moynihan and Senator Graham.

Senator Bumpers is the sponsor of a series of bills that would encourage college graduates to give a year to a service program.

Senator Moynihan is the sponsor of the American Conservation Corps Act.

And Senator Graham is the author of the Business and Citizen School Volunteers of America Act.

We thank all of you for joining us here this morning, and we will ask Senator Bumpers, Senator Moynihan and Senator Graham to proceed in that order.

## STATEMENT OF HON. DALE BUMPERS, A U.S. SENATOR FROM THE STATE OF ARKANSAS; HON. DANIEL PATRICK MOYNIHAN, A U.S. SENATOR FROM THE STATE OF NEW YORK; AND HON. BOB GRAHAM, A U.S. SENATOR FROM THE STATE OF FLORIDA

Senator **Bumpers**. Mr. Chairman, thank you very much for inviting me to be here this morning. As Senator Simon has said, this is certainly an idea the principle of which has come.

As I look over the makeup of this committee and realize that three of the major bills come from members of this committee, I am not all that optimistic about the future of my own bill. But perhaps, as Senator Mikulski has pointed out, there will be room for a lot of negotiation and discussion constructing some kind of a bill that will incorporate the best of all of these proposals.

My proposals are three in number, Mr. Chairman. The first one is a very simple one. It would simply mandate that the Secretary of Education do something that he has not ever done, and that is to notify students right now that there are deferments and cancellations of student loans available to them right now.

As I visit college campuses, and as I pour my heart out to them about the value of community service, the self-gratification, as well as the financial benefits, I find that not one in 100 realize that there is any possibility right now for them.

But as you know, Peace Corps and VISTA volunteers, and even now, those who are willing to serve in comparable service with nonprofit organizations, are already eligible for deferments and cancellations in some instances of their loans. Trying to get the Department of Education to respond to us on what rules they intend to promulgate—for example, how much money can a student make and a comparable nonprofit community service, and still be eligible for deferment and cancellation—no response whatever.

I have another letter which I intend to send to them this morning. But that is the first bill.

The other two bills could easily be combined, and I have separated them simply so that we get a chronological sequence of legislation.

First of all, Mr. Chairman, I ask unanimous consent that my formal statement be inserted in the record, and I will be brief and extemporize on it.

The CHAIRMAN. It will be so included.

Senator BUMPERS. In the back of your statement, you will find a simple, chronological history of these programs as they now exist.

So let me say first of all we do not set up any new bureaucracies. Ours is easily the most cost-effective, and we have done this for two reasons—one is we think it makes sense, and number two, considering the budget constraints, I just simply do not know how we are going to do some of these programs that we are talking about, no matter how desirable they might be. We have to live with reality.

If we are going to start providing grants—and Mr. Chairman, I do not mean this to denigrate your bill, but when you start providing grants to these community organizations, it seems to me that we ought to fully fund VISTA and the Job Training Partnership Act before we start doing that. And I above all want to stress again that we are not setting up a bureaucracy.

Incidentally, let me revert back to my first point. Even though deferrals and cancellations of loans are available to students right now who are willing to serve in community service, perhaps no more than 1,000 students are taking advantage of it. There are now about 3 million students in college who are on some kind of grant or loan, and yet only 1,000 of the students in this country are taking advantage of what is available to them right now, and all we are trying to do is make the Secretary of Education make this better known to the students.

Here it is, historically, what we have done in this country. President Kennedy started the Peace Corps and VISTA.

Now, deferments. Deferments are now available for all Peace Corps and VISTA volunteers, and cancellation of all loans, direct, guaranteed and PLUS loans—all of those things that we are talking about here are already available now to VISTA and Peace Corps volunteers—a fact scarcely known outside this room.

Number two, comparable service. Comparable service to Peace Corps and VISTA in the community, with nonprofit organizations which week to alleviate poverty, et cetera, is available to all students. Now, we are talking about deferments only here. Right now, any student can get a deferment and not have to pay on his loan as long as he or she is performing volunteer work in the community—another fact not very well-known.

And then in 1986—I have already stated this, but I want to give Senator Dodd credit for this, because he was the one who in 1986 extended the cancellation of loan provision to Peace Corps and VISTA volunteers, and that has been available since 1986.

Now, if you look at the charts, you will see that I continue from there with a logical sequence to what we are doing. My number two bill would say you can perform community service with any qualifying, nonprofit community organization and use it to cancel your loan up to 70 percent, and it would be the same thing that is available to VISTA and Peace Corps right now—15 percent for the first year, 15 percent for the second year, 20 percent for the third year, and 20 percent for the fourth year, which is a total of 70 percent of your total loan that you can cancel if you perform community service. So we extend the deferment under one bill to all community service, and we extend cancellation to all community service under the other one.

Now, Mr. Chairman, that is not very complicated, but as I pointed out, it has a lot of what I think are very desirable features, and properly advertised would do the job with a minimum of bureaucracy and with a minimum of cost.

Now, I do not want to get too deeply involved in commenting on other bills. I want to say first of all, as I visit college campuses and talk to them about community service, I find an amazing response—much more so than I thought. There are yuppies, of course; there are people who are hell-bent on material possessions at the earliest possible time. And we have to simply do something. Incidentally, we are not only getting community service; we are giving children an opportunity to do something for their country, which is terribly gratifying, and we are doing something to keep them from avoiding low-wage jobs when they leave. The best and the brightest are not going into teaching, because teaching is a low-wage job. And the reason they are not taking those jobs is because they are saddled with a very high debt.

I was amazed—and I am not sure this is correct—but my staff tells me that the average indebtedness is $5,000; I would have thought it was much more than that. And I think it probably is much more; maybe that is just a figure of all students. But I think if you take those who have student loans, guaranteed student loans, or parental loans or whatever, the figure would be much higher; $5,000 for a student is no big step. You are not going to get a very big incentive to get youngsters to go into community service if they do not owe any more than that.

But on deferments, you can defer a loan at a cost to the Government of $80 per $1,000. All we do is pay the interest on that loan while that student is performing community service. And the other cost is really not all that great, although obviously, if we are going to pay off student guaranteed loans, we are actually going to be paying the banks 15 percent each of the first two years and 20 percent the next 2 years.

And let me just close, Mr. Chairman, by saying the only problem I have with Senator Mikulski's bill—and certainly, I prefer her bill to Senator Nunn's bill. I could not support Senator Nunn's bill under any circumstances, and I will not belabor that except to say that I am just such an egalitarian I could never vote for something that said to rich children, you can go on to college, and the rest of you are going to have to perform service to your country. And the other thing is, I think when you say to a child that you have got to perform 2 years' service after high school before you can go to college, you are going to lose an awful lot of students, who are going to become disenchanted, or who will find other job opportunities and simply forgo college. I think those are two serious flaws in the Nunn bill.

And Barbara, a lot of students were a lot brighter than I was, but when I carried 15 and 18 hours, 9 hours of public service a week would be very difficult to find. I spent my weekends in the library, particularly when I was in law school. So that is the only problem I have with the part-time, but I like that infinitely better than I do the Nunn proposal.

And finally, Mr. Chairman, I have one problem with my own bill. [Laughter.]

And I know that the wisdom of the chairman will be able to work through this. But my problem is this. If a student leaves college with a $20,000 debt, a 15 percent cancellation of $20,000 is quite an incentive to go into community work. But if a student leaves college with only a $10,000 debt, you diminish the benefits of taking community work, because you are only getting 15 percent of $10,000 cancelled. So community service is worth twice as much to the most heavily indebted as it is to the less heavily indebted.

But I think we can probably develop some kind of a sliding scale maybe to rectify that.

Mr. Chairman, thank you again, and as much as I would love to stay and hear the wisdom of the members of this committee as well as my two distinguished colleagues, I have a rather urgent engagement and would like to be excused. After all, I waited for the chairman for 10 minutes this morning.

The CHAIRMAN. We will keep that in mind when we are considering your proposal. [Laughter.]

Thank you very much, Senator Bumpers. You have added, obviously, to the debate, and we look forward to working with you.

[The prepared statement of Senator Bumpers follows:]

# TESTIMONY OF SENATOR DALE BUMPERS

## BEFORE THE
## SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

## MARCH 9, 1989

## STUDENT COMMUNITY SERVICE LEGISLATION

I APPRECIATE THE OPPORTUNITY TO APPEAR HERE TODAY TO DESCRIBE THREE BILLS THAT I INTRODUCED YESTERDAY, S. 539, S. 540, AND S. 541, THAT WILL PROVIDE OPPORTUNITIES FOR THE YOUNG PEOPLE OF OUR COUNTRY TO VOLUNTEER SERVICE TO THEIR COMMUNITY AND TO THE NATION.

THE LEGISLATION REDUCES THE PRESSURE OF STUDENT LOAN DEBT WHEN THEY PROVIDE FULL-TIME, LOW-PAID VOLUNTARY SERVICE TO THEIR COMMUNITY AS EMPLOYEES OF NON-PROFIT COMMUNITY SERVICE ORGANIZATIONS.

### THE NEXT GENERATION

THERE ARE MANY WHO ARE RINGING THEIR HANDS ABOUT THE NEXT GENERATION, WORRIED ABOUT WHAT THE "WORLD IS COMING TO."

WE HAVE EVEN COINED A NEW WORD FOR SOME OF THE YOUNG PEOPLE IN OUR COUNTRY -- YUPPIES. AND THERE IS A NEGATIVE STEREOTYPE THAT WE ASSIGN TO YUPPIES -- EARNEST YOUNG PEOPLE CONCERNED ONLY WITH THEIR SALARIES AND THEIR POSSESSIONS.

BUT, THE PREMISE OF THE LEGISLATION I AM INTRODUCING IS THAT MANY YOUNG PEOPLE DO NOT FIT THE YUPPIE STEREOTYPE.

I AM NOT ONE OF THOSE WHO IS WORRIED ABOUT THE NEXT GENERATION. I TAKE EVERY OPPORTUNITY TO MEET WITH YOUNG PEOPLE AND I AM IMPRESSED WITH THEM AND WITH THEIR VALUES.

I BELIEVE THEY WANT TO SERVE THEIR COMMUNITY AS VOLUNTEERS.

I BELIEVE THEY HAVE A SOCIAL CONSCIENCE.

I BELIEVE THEY KNOW THAT GOVERNMENT SERVICES ARE NOT ENOUGH TO MEET THE NEEDS OF THE POOR, THE SICK, AND THE DISADVANTAGED.

THEY CARE ABOUT OTHERS AND THEY HAVE A CHARITABLE SPIRIT.

### STUDENT LOAN INDEBTEDNESS

THEY ARE WILLING TO DEVOTE THEMSELVES TO SERVING THESE NEEDS, BUT MANY OF OUR COLLEGE GRADUATES ARE SADDLED WITH ENORMOUS DEBTS UPON GRADUATION AND BELIEVE THAT THEY MUST AVOID

LOW-PAYING JOBS. THEY FEEL THAT COMMUNITY SERVICE IS NOT A REALISTIC OPTION FOR THEM.

THE MOST FREQUENTLY CITED REASON OF STUDENTS ON WHY THEY DO NOT PERFORM SOME SERVICE TO THE COMMUNITY IS THEIR LOANS DEBTS.

UPON GRADUATION THEIR FIRST PRIORITY IS TO SECURE A HIGH PAYING JOB SO THAT THEY CAN EARN THE MONEY TO BEGIN TO REPAY THEIR LOANS.

WE SHOULD APPLAUD THIS SENSE OF RESPONSIBILITY FOR REPAYING DEBTS AND WE SHOULD ENCOURAGE IT. BUT, THE PROBLEM IS THAT ONCE A STUDENT TAKES THAT HIGH PAYING JOB, HE OR SHE HAS LOST A MAJOR OPPORTUNITY TO PROVIDE SERVICE TO THE COMMUNITY.

## STUDENT COMMUNITY SERVICE LEGISLATION

THE LEGISLATION I HAVE INTRODUCED WOULD GIVE STUDENTS A BREAK ON THEIR GOVERNMENT STUDENT LOANS WHEN THEY ARE WILLING TO TAKE FULL-TIME, LOW-PAID POSITIONS WITH TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS.

### CURRENT DEFERMENT PROGRAM

FEW STUDENTS KNOW THAT WHEN THEY SERVE IN THESE LOW-PAID, FULL-TIME POSITIONS WITH COMMUNITY SERVICE ORGANIZATIONS THAT THEY ALREADY CAN DEFER REPAYMENT OF ALL OF THEIR GOVERNMENT STUDENT LOANS. THE FIRST BILL I AM INTRODUCING WILL REQUIRE THAT THE DEPARTMENT OF EDUCATION PUBLICIZE THIS CURRENT DEFERMENT -- WHICH IT HAS REFUSED TO DO.

### PARTIAL CANCELLATION, PERKINS LOANS

UNDER CURRENT LAW THE DIRECT STUDENT LOANS (PERKINS, N.D.S.L. LOANS) OF PEACE CORPS AND VISTA VOLUNTEERS ARE PARTIALLY CANCELLED (UP TO 70% CANCELLATION OVER FOUR YEARS). THE SECOND BILL I AM INTRODUCING WOULD EXTEND THIS PARTIAL LOAN CANCELLATION TO STUDENTS WHO PERFORM COMPARABLE SERVICE WITH TAX-EXEMPT COMMUNITY ORGANIZATIONS.

### PARTIAL CANCELLATION, STAFFORD LOANS

THE CURRENT PARTIAL CANCELLATION PROVISIONS FOR PEACE CORPS AND VISTA VOLUNTEERS ONLY APPLY TO DIRECT (N.D.S.L.) LOANS, SO THE THIRD BILL I AM INTRODUCING WILL PROVIDE FOR PARTIAL CANCELLATION OF GUARANTEED LOANS (STAFFORD, G.S.L.) FOR PEACE CORPS AND VISTA VOLUNTEERS AND FOR STUDENTS WHO PERFORM COMPARABLE SERVICE WITH TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS. THIS LOAN CANCELLATION APPLIES TO BOTH UNDERGRADUATE AND GRADUATE STUDENTS WITH G.S.L. LOANS. G.S.L. LOANS CONSTITUTE THE BULK OF THE FEDERAL STUDENT FINANCIAL ASSISTANCE.

TAKEN TOGETHER THESE THREE BILLS MAKE A STRONG STATEMENT ABOUT THE DESIRE OF THE GOVERNMENT THAT YOUNG PEOPLE PROVIDE VOLUNTARY SERVICE TO THEIR COMMUNITY.

## PEACE CORPS MODEL

THE LEGISLATION I HAVE INTRODUCED IS BASED ON THE MODEL OF SERVICE PROVIDED BY THE PEACE CORPS AND VISTA.

THE CURRENT DEFERMENT AND THE PROPOSED PARTIAL CANCELLATION OF STUDENT LOAN DEBTS FOR STUDENTS WHO SERVE FULL-TIME IN LOW-PAID POSITIONS WITH NON-PROFIT ORGANIZATIONS ARE BASED DIRECTLY ON THE BENEFITS CURRENTLY AVAILABLE TO PEACE CORPS AND VISTA VOLUNTEERS.

THIS DEFERMENT FOR SERVICE WITH NON-PROFIT ORGANIZATIONS BECAME LAW IN 1980 AND IT IS CLEAR FROM THE LEGISLATIVE HISTORY THAT IT IS BASED ON THE DEFERMENT THAT WAS FIRST MADE AVAILABLE TO PEACE CORPS AND VISTA VOLUNTEERS IN THE 1960'S. INDEED, IN ESTABLISHING THE DEFERMENT, THE CONGRESS REQUIRED THAT THE SERVICE WITH THE NON-PROFIT ORGANIZATIONS MUST BE "COMPARABLE" TO THE SERVICE OF A PEACE CORPS OR VISTA VOLUNTEER.

MY PROPOSAL FOR PARTIAL CANCELLATION OF DIRECT, PERKINS LOANS FOR STUDENTS WHO SERVE WITH TAX-EXEMPT ORGANIZATIONS IS ALSO BASED ON A SIMILAR PROVISION THAT HAS APPLIED TO PEACE CORPS AND VISTA VOLUNTEERS SINCE 1986. THAT PARTIAL LOAN CANCELLATION BENEFIT WAS SPONSORED BY SENATOR CHRIS DODD. AGAIN, TO QUALIFY UNDER MY PROPOSAL THE SERVICE WITH THE TAX-EXEMPT ORGANIZATION WOULD HAVE TO BE "COMPARABLE" TO THE SERVICE OF A PEACE CORPS OR VISTA VOLUNTEER.

WITH BOTH THE DEFERMENT AND PARTIAL CANCELLATION OF DIRECT LOANS, THE BENEFIT WAS INITIALLY GIVEN TO PEACE CORPS AND VISTA VOLUNTEERS AND I AM SIMPLY SEEKING TO EXTEND IT TO COMPARABLE SERVICE IN THE PRIVATE SECTOR.

MY PROPOSAL FOR PARTIAL CANCELLATION OF G.S.L. LOANS WOULD BE NEW TO THE PEACE CORPS AND VISTA AND NEW TO STUDENTS WHO SERVE WITH TAX-EXEMPT ORGANIZATIONS. HERE THE SAME BENEFIT WOULD BE GIVEN TO EACH VOLUNTEER, PEACE CORPS, VISTA OR PRIVATE SECTOR "PEACE CORPS."

THE DEFERMENT AND PARTIAL CANCELLATION PROVISIONS I AM PROPOSING ATTEMPT TO EXTEND THE PEACE CORPS AND VISTA CONCEPTS INTO THE PRIVATE SECTOR.

WHAT THEY DO IS ENCOURAGE PRIVATE SECTOR NON-PROFIT ORGANIZATIONS TO SET UP THEIR OWN "PEACE CORPS" AND "VISTA" PROGRAMS, WITH THE FEDERAL PROGRAMS SERVING AS THE MODEL.

MY LEGISLATION DOES NOT COMPETE WITH THE PEACE CORPS OR VISTA. IF MY LEGISLATION PERMITTED YOUNG PEOPLE TO OBTAIN THE

DEFERMENT OR PARTIAL FORGIVENESS FOR SERVICE THAT IS NOT COMPARABLE TO THAT OF A PEACE CORPS OR VISTA VOLUNTEER, THEN MY LEGISLATION MIGHT HURT PEACE CORPS OF VISTA RECRUITING.

MY LEGISLATION IS THE DIRECT DESCENDENT OF THE PEACE CORPS. IT MOVES THE PEACE CORPS CONCEPT INTO THE PRIVATE SECTOR. IT TAKES A PROVEN CONCEPT AND APPLIES IT IN A BROADER CONTEXT.

## HISTORY OF LEGISLATION

THE FIRST AND SECOND BILLS ARE BASED ON LEGISLATION I INTRODUCED IN THE LAST CONGRESS, S. 759 AND S. 760. 133 CONGRESSIONAL RECORD AT S3264-68 (MARCH 17, 1987). THE G.S.L. LOAN CANCELLATION BILL IS NEW WITH THIS CONGRESS.

I TESTIFIED ON THESE BILLS BEFORE THE SUBCOMMITTEE ON HUMAN RESOURCES OF THE HOUSE POST OFFICE AND CIVIL SERVICE COMMITTEE. "VOLUNTARY NATIONAL YOUTH SERVICE ACT," HEARINGS OF APRIL 29, 1987. CONGRESSMAN GERRY SIKORSKI, CHAIRMAN OF THAT SUBCOMMITTEE, HAS BEEN THE LEAD HOUSE SPONSOR FOR THE STUDENT COMMUNITY SERVICE LEGISLATION.

IN DECEMBER OF 1987 I AUTHORED A DIRECTIVE TO THE DEPARTMENT OF EDUCATION REGARDING IMPLEMENTATION OF THE CURRENT DEFERMENT. 133 CONGRESSIONAL RECORD AT S 17943-44 (DECEMBER 11, 1987).

IN SEPTEMBER OF 1988 THE SENATE ADOPTED THE SUBSTANCE OF S. 760 AS AN AMENDMENT TO THE STAFFORD STUDENT LOAN DEFAULT PREVENTION AND MANAGEMENT ACT OF 1988, S. 2647. 134 CONGRESSIONAL RECORD AT S 12541-42 (SEPTEMBER 15, 1988).

OVER THE PAST TWO YEARS I HAVE WRITTEN MANY LETTERS TO THE DEPARTMENT OF EDUCATION REGARDING THE CURRENT DEFERMENT. A COPY OF THIS CORRESPONDENCE IS AVAILABLE UPON REQUEST TO MY OFFICE. I HAVE OUTLINED THE KEY ISSUES RAISED IN THIS CORRESPONDENCE IN THIS STATEMENT.

## IMPLEMENTATION OF THE CURRENT DEFERMENT

AS I HAVE SAID, THERE CURRENTLY EXISTS A DEFERMENT FOR YOUNG PEOPLE WHO WORK FULL-TIME IN LOW-PAID POSITIONS WITH TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS AND THE FIRST BILL I HAVE INTRODUCED SIMPLY DIRECTS THE DEPARTMENT OF EDUCATION TO PUBLICIZE THE DEFERMENT, JUST AS THE PEACE CORPS AND VISTA PUBLICIZE THE SAME DEFERMENT AVAILABLE FOR THEIR VOLUNTEERS.

FEW STUDENTS KNOW THAT WHEN THEY SERVE IN FULL-TIME, LOW-PAID POSITIONS WITH COMMUNITY SERVICE ORGANIZATIONS THAT THEY ALREADY CAN DEFER REPAYMENT OF ALL OF THEIR GOVERNMENT STUDENT LOANS.

AS WITH PEACE CORPS AND VISTA VOLUNTEERS, THE DEFERMENT APPLIES TO DIRECT, GUARANTEED AND PLUS LOANS. IT IS AVAILABLE FOR FULL-TIME SERVICE FOR AT LEAST A YEAR. ALL A STUDENT HAS TO DO TO OBTAIN THE DEFERMENT IS FILL OUT A SIMPLE ONE PAGE FORM CERTIFYING THAT HE OR SHE QUALIFIES.

THE DEFERMENT CAME INTO EXISTENCE WITH THE 1980 AMENDMENTS TO THE HIGHER EDUCATION ACT. THE DEFERMENT WAS FIRST PROPOSED BY MR. MATTHEW R. PARATORE, EXECUTIVE SECRETARY, INTERNATIONAL LIAISON OF LAY VOLUNTEERS IN MISSION IN TESTIMONY TO THE SUBCOMMITTEE ON POSTSECONDARY EDUCATION. ("REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES, PART 6," SUBCOMMITTEE ON POSTSECONDARY EDUCATION, HOUSE COMMITTEE ON EDUCATION AND LABOR, NINETY-SIXTH CONGRESS, FIRST SESSION, AT 157-163 AND 292-294). HE IS RESPONSIBLE FOR THE DEFERMENT.

MR. PARATORE POINTED OUT TO THE SUBCOMMITTEE THAT THERE ALREADY EXISTED A DEFERMENT ON REPAYMENT OF STUDENT LOANS FOR PEACE CORPS AND VISTA VOLUNTEERS. HE SUGGESTED THAT THE SAME DEFERMENT BE AVAILABLE FOR FULL-TIME, LOW-PAID SERVICE WITH TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS.

THE SUBCOMMITTEE RECOGNIZED THE SIMPLE EQUITY IN MR. PARATORE'S SUGGESTION AND EXTENDED THE DEFERMENT TO SUCH SERVICE WITH TAX-EXEMPT ORGANIZATIONS. THIS PUT FULL-TIME, LOW-PAID EMPLOYEES OF TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS ON A PAR WITH PEACE CORPS AND VISTA VOLUNTEERS.

THE PROBLEM IS THAT THE DEPARTMENT OF EDUCATION HAS SYSTEMATICALLY REFUSED TO PUBLICIZE THE EXISTENCE OF THE DEFERMENT OR EVEN INFORM STUDENTS OF THE REQUIREMENTS FOR CLAIMING IT.

THE DEPARTMENT REFUSE TO COLLECT DATA ON HOW MANY STUDENTS ARE CLAIMING THIS DEFERMENT, SO WE DO NOT KNOW HOW MANY STUDENTS ARE USING IT. WE SUSPECT THAT ABOUT 1000 STUDENTS ARE NOW USING THIS DEFERMENT. I HAVE ASKED THE DEPARTMENT TO BEGIN COLLECTING DATA ON THE UTILIZATION OF THE DEFERMENT AND IT HAS REFUSED TO DO SO.

THE DEPARTMENT ALSO REFUSES TO PROVIDE INFORMATION -- EVEN TO ME -- ON EXACTLY WHICH STUDENTS QUALIFY FOR THE DEFERMENT.

I HAVE NOW WRITTEN FIVE LETTERS TO THE SECRETARY OF EDUCATION, STARTING WITH A LETTER ON MARCH 24, 1987, ASKING QUESTIONS ABOUT WHO CAN CLAIM THE DEFERMENT.

I EVEN INCLUDED A DIRECTIVE TO THE DEPARTMENT IN ITS APPROPRIATIONS BILL DIRECTING IT TO PROVIDE INFORMATION ABOUT THE DEFERMENT AND IT HAS IGNORED THE DIRECTIVE.

FINALLY, ON SEPTEMBER 1, 1988, THE DEPARTMENT DID SUPPLY ME WITH ANSWERS TO A SERIES OF QUESTIONS I RAISED ABOUT THE

DEFERMENT, BUT TO THIS DAY THE DEPARTMENT CONTINUES TO REFUSE TO TELL ME OR ANYONE ELSE EXACTLY WHAT THE MAXIMUM LEVEL OF COMPENSATION A YOUNG PERSON CAN RECEIVE UNDER THE DEFERMENT.

THIS DAY THE DEPARTMENT REFUSES TO INFORM ANYONE THAT A STUDENT MAY BE A PAID VOLUNTEER AND STILL QUALIFY FOR THE DEFERMENT. IT ONLY INFORMS STUDENTS THAT THEY MUST BE "VOLUNTEERS," WHICH STRONGLY IMPLIES THAT THEY MAY NOT BE PAID. THIS IS NOT THE CASE. WHAT WE NEED TO KNOW IS HOW MUCH THEY CAN BE PAID AND WE NEED TO INFORM STUDENTS HOW MUCH THEY CAN BE PAID.

THE COMPENSATION ISSUE IS ONE ON WHICH WE NEED GUIDANCE. THE LEGISLATIVE HISTORY OF THE CURRENT DEFERMENT STATES THAT THE COMPENSATION OF THE STUDENT MUST BE COMPARABLE TO THAT OF A PEACE CORPS OR VISTA VOLUNTEER. WE NEED GUIDANCE FROM THE DEPARTMENT ON EXACTLY WHAT THIS MEANS IN DOLLARS AND CENTS. THE REFUSAL OF THE DEPARTMENT TO CLARIFY THIS ISSUE FOR STUDENTS MEANS THAT THEY DO NOT KNOW HOW MUCH THEY CAN EARN AND STILL QUALIFY FOR THE DEFERMENT.

ON APRIL 20, 1988, I WROTE TO THE DEPARTMENT REQUESTING ITS GUIDANCE ON THIS ISSUE. IN THIS LETTER I PROVIDED THE DEPARTMENT WITH AN EXTENDED ANALYSIS OF THE COMPENSATION AND BENEFITS OF PEACE CORPS AND VISTA VOLUNTEERS AND CONCLUDED THAT THE DEPARTMENT COULD SET THE FEDERAL MINIMUM WAGE AS THE MAXIMUM COMPENSATION LEVEL. IT COULD SET THE LEVEL AT HIGHER THAN THE MINIMUM WAGE, BUT I SUGGESTED THAT IT SET IT AT NO LESS THAN THE MINIMUM WAGE IN ORDER TO AVOID A CATCH-22 IN WHICH THE TAX-EXEMPT ORGANIZATION MIGHT NOT FEEL IT COULD EMPLOYEE A STUDENT VOLUNTEER AT LESS THAN THE MINIMUM WAGE.

I HAVE YET TO RECEIVE A RESPONSE FROM THE DEPARTMENT ON THE MAXIMUM COMPENSATION ISSUE.

THE REFUSAL OF THE DEPARTMENT TO IMPLEMENT THE CURRENT DEFERMENT PROGRAM IS NOT DUE TO THE POTENTIAL COST OF THE PROGRAM. ACCORDING TO THE DEPARTMENT THE CURRENT DEFERMENT COSTS ONLY $80 PER $1000 OF THE STUDENT'S LOANS PER YEAR. THIS IS AN INCREDIBLY CHEAP PROGRAM GIVEN THE FACT THAT IT ENCOURAGES YOUNG PEOPLE TO DEVOTE A YEAR OR MORE OF THEIR LIVES TO COMMUNITY SERVICE.

ITS REFUSAL ALSO DOES NOT ARISE FROM ANY CHURCH-STATE ISSUES. IT HAS BEEN CLEAR FROM THE BEGINNING THAT THE DEFERMENT IS AVAILABLE FOR CHURCH-AFFILIATED TAX-EXEMPT ORGANIZATIONS AS LONG AS THE STUDENT, "AS PART OF HIS OR HER DUTIES, DOES NOT GIVE RELIGIOUS INSTRUCTION, ENGAGE IN RELIGIOUS PROSELYTIZING, OR ENGAGE IN FUNDRAISING TO SUPPORT RELIGIOUS ACTIVITIES." (DEPARTMENT REGULATIONS.)

THE ONLY EXPLANATION FOR THE DEPARTMENT'S REFUSAL TO IMPLEMENT THE CURRENT DEFERMENT IS ITS INDIFFERENCE -- OR PERHAPS

IT HOSTILITY -- TO STUDENTS WHO ARE WILLING TO DEVOTE A YEAR OR TWO OF THEIR LIVES TO SERVING THE COMMUNITY.

## PARTIAL CANCELLATION: DIRECT LOANS

IN THE 1986 HIGHER EDUCATION ACT AMENDMENTS THE CURRENT DEFERMENT FOR PEACE CORPS AND VISTA SERVICE WAS SUPPLEMENTED BY A PROVISION AUTHORED BY SENATOR DODD THAT PARTIALLY CANCELS THE DIRECT (PERKINS, N.D.S.L.) LOANS OF PEACE CORPS AND VISTA VOLUNTEERS.

THE PARTIAL CANCELLATION PROVISION PROVIDES THAT 15% OF A VOLUNTEER'S DIRECT LOANS WILL BE CANCELLED FOR EACH OF THE FIRST TWO YEARS OF SERVICE AND AN ADDITIONAL 20% WILL BE CANCELLED FOR EACH OF THE NEXT TWO YEARS OF SERVICE AS A VOLUNTEER. THIS MEANS THAT A TOTAL OF 70% OF A STUDENT'S DIRECT LOANS MAY BE CANCELLED.

THE PARTIAL CANCELLATION PROVISION APPLIES ONLY TO NEW LOANS TAKEN OUT BY STUDENTS JUST BEGINNING THEIR COLLEGE EDUCATION. IT IS NOT RETROACTIVE TO LOANS OR STUDENTS WHO HAVE PREVIOUSLY TAKEN OUT DIRECT LOANS. IT IS AN INCENTIVE ONLY, WITH NO WINDFALL FOR STUDENTS WHO ALREADY ARE IN SCHOOL. SO, THERE IS NO BUDGET IMPACT UNTIL 1993.

THE PARTIAL CANCELLATION APPLIES ON TOP OF THE DEFERMENT. IN OTHER WORDS, THE STUDENT WHO SERVES AS A VOLUNTEER WILL NOT BE OBLIGATED TO BEGIN REPAYING HIS OR HER LOANS DURING THE TERM OF SERVICE AS A VOLUNTEER AND THEN WHEN HE OR SHE DOES BEGIN TO REPAY THE LOANS, HE OR SHE WILL NOT HAVE TO REPAY THE FULL AMOUNT OF THE LOANS.

SO, WE FIRST HAS A DEFERMENT FOR PEACE CORPS AND VISTA SERVICE THAN THEN WE HAD A DEFERMENT FOR COMPARABLE SERVICE WITH TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS. THEN WE HAD PARTIAL CANCELLATION OF DIRECT STUDENT LOANS AND I AM PROPOSING THAT WE EXTEND THIS SAME PROVISION TO STUDENTS WHO SERVE WITH TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS.

EACH YEAR THE FEDERAL GOVERNMENT MAKES APPROXIMATELY 800,000 DIRECT LOANS. THESE DIRECT LOANS GO TO STUDENTS WITH SUBSTANTIAL FINANCIAL NEED. IT IS PARTICULARLY APPROPRIATE THAT THE PARTIAL CANCELLATION PROVISION APPLY TO THE LOANS WHICH ARE USED BY THE STUDENTS WITH SUBSTANTIAL FINANCIAL NEED. THEY ARE MUCH MORE LIKELY TO NEED THIS PARTIAL CANCELLATION TO BE ABLE TO PROVIDE THE COMMUNITY SERVICE.

EXTENDING THE PARTIAL CANCELLATION PROVISION TO STUDENTS WHO SERVE FULL-TIME IN LOW-PAID POSITIONS WITH TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS IS A SIMPLE MATTER OF EQUITY. WE'VE EXTENDED THE DEFERMENT TO THESE STUDENTS AND NOW WE SHOULD EXTEND THE PARTIAL CANCELLATION BENEFITS TO THEM AS WELL.

## PARTIAL CANCELLATION: GUARANTEED LOANS

UNDER CURRENT LAW THE PARTIAL CANCELLATION PROVISION APPLIES ONLY TO DIRECT LOANS. THERE IS NO PARTIAL CANCELLATION FOR GUARANTEED LOANS FOR ANY STUDENT VOLUNTEER NO MATTER WHERE HE OR SHE SERVES. THE LOAN DEFERMENT PROVISION APPLIES TO GUARANTEED LOANS, BUT NOT THE PARTIAL CANCELLATION PROVISION.

BUT, THERE ARE A GREAT NUMBER OF STUDENTS WITH GUARANTEED LOANS WHO MIGHT BE INCLINED TO JOIN THE PEACE CORPS OR VISTA OR TAKE FULL-TIME, LOW-PAID POSITIONS WITH TAX-EXEMPT ORGANIZATIONS IF THEIR GUARANTEED LOANS WERE PARTIALLY CANCELLED. THERE ARE OVER THREE MILLION STUDENTS WITH GUARANTEED STUDENT LOANS, NEARLY FOUR TIMES AS MANY AS HAVE DIRECT LOANS.

ACCORDINGLY, MY THIRD BILL WOULD PARTIAL CANCEL A STUDENT'S GUARANTEED LOANS WHEN HE OR SHE JOINS THE PEACE CORPS OR VISTA OR SERVES WITH A TAX-EXEMPT COMMUNITY SERVICE ORGANIZATION. THIS PARTIAL CANCELLATION APPLIES TO ANY STUDENT WITH G.S.L. LOANS.

I AM AWARE THAT PROPOSING PARTIAL CANCELLATION OF GUARANTEED LOANS RAISES MORE COMPLICATED TECHNICAL AND POLICY ISSUES THAN CANCELLATION OF DIRECT LOANS. WITH DIRECT LOANS THE GOVERNMENT PUTS UP THE CAPITAL BUT WITH GUARANTEED LOANS PRIVATE BANKS SUPPLY THE CAPITAL. TO CANCEL GUARANTEED LOANS, THE GOVERNMENT MUST REPAY PART OF THE LOAN RATHER THAN SIMPLY WRITING DOWN PART OF THE LOAN ON ITS OWN ACCOUNT.

## COST OF THE LEGISLATION

THESE THREE BILLS ENCOURAGE AND PROMOTE COMMUNITY SERVICE AT AN INCREDIBLY LOW COST.

THE CURRENT DEFERMENT COSTS ONLY $80 PER $1000 OF STUDENT LOANS DEFERRED PER YEAR. THE AVERAGE LOAN BALANCE FOR STUDENTS IS APPROXIMATELY $5000, SO THE CURRENT DEFERMENT COSTS APPROXIMATELY $500 FOR EACH STUDENT WHO PERFORMS SERVICE. THIS IS AN INCREDIBLY LOW COST FOR THE BENEFITS THAT THESE STUDENTS ARE PROVIDING TO THE COMMUNITY.

THE COST OF EXTENDING THE PARTIAL CANCELLATION FOR DIRECT LOANS TO STUDENTS SERVING WITH TAX-EXEMPT ORGANIZATIONS IS MINIMAL. ACCORDING TO A OCTOBER 3, 1988, LETTER FROM THE CONGRESSIONAL BUDGET OFFICE, THE COST OF THIS PROPOSAL IS $500,000 AND THIS COST DOES NOT BEGIN UNTIL FISCAL 1993. THIS BUDGET IMPACT DOES NOT START UNTIL THEN AS THE PROVISION APPLIES ONLY TO NEW STUDENTS AND THEY WILL ONLY THEN BEGIN TO GRADUATE AND TO COMPETE THEIR TERMS OF SERVICE WITH THE TAX-EXEMPT ORGANIZATIONS.

IT WOULD BE MORE COSTLY TO PARTIAL CANCEL THE G.S.L. LOANS OF PEACE CORPS AND VISTA VOLUNTEERS AND OF STUDENTS WHO PERFORM COMPARABLE SERVICE WITH TAX-EXEMPT ORGANIZATIONS. A PRELIMINARY

ESTIMATE IS THAT THIS THIRD BILL WOULD COST LESS THAN $5 MILLION PER YEAR. AGAIN, THIS COST DOES NOT BEGIN TO BE FELT UNTIL FISCAL 1993 BECAUSE THE BENEFITS APPLY ONLY TO NEW LOANS TAKEN OUT BY NEW STUDENTS.

## POLITICAL REALITY

THESE BILLS ARE EFFECTIVE AND, EQUALLY IMPORTANT, THEY ARE POLITICALLY REALISTIC.

THESE BILLS DO NOT INVOLVE THE FEDERAL GOVERNMENT IN ORGANIZING THE COMMUNITY SERVICE, THE GOVERNMENT DOES NOT SECURE PLACEMENTS FOR THE STUDENTS, SUBSIDIZE THEIR LIVING EXPENSES, PAY FOR FRINGE BENEFITS, OR SUPERVISE THEIR CONDUCT.

STUDENT LOAN INDEBTEDNESS IS THE MOST FREQUENTLY CITED REASON WHY STUDENTS ARE UNWILLING TO PERFORM COMMUNITY SERVICE UPON GRADUATION. THESE BILLS TAKE AWAY THAT EXCUSE.

THE BILLS DO NOT REQUIRE SERVICE, DIRECTLY OR INDIRECTLY.

THE BILLS DO NOT INVOLVE THE FEDERAL GOVERNMENT IN ORGANIZING THE SERVICE ITSELF OR EVEN IN PLACING STUDENTS IN SERVICE POSITIONS.

THE BILLS DO NOT CREATE ANY NEW GOVERNMENT AGENCY OR BUREAUCRACY. THEY ARE DIRECTED SOLELY AT THE PRIVATE SECTOR.

THE BILLS INVOLVE HARDLY ANY PAPERWORK. ALL A STUDENT MUST DO TO QUALIFY IS TO SIGN A SIMPLE FORM CERTIFYING THAT HE OR SHE QUALIFIES FOR THE DEFERMENT OR PARTIAL CANCELLATION.

TO QUALIFY FOR THESE BENEFITS, THE STUDENTS MUST MAKE A SACRIFICE. THE POSITION MUST BE A LOW-PAID ONE, MEANING THAT THE PAY MUST NOT EXCEED THE FEDERAL MINIMUM WAGE. THIS MAKES THE SERVICE WITH A TAX-EXEMPT ORGANIZATION "COMPARABLE" TO THAT OF A PEACE CORPS OR VISTA VOLUNTEER. IF THEY MAKE THIS SACRIFICE, THEY DESERVE A BREAK ON THEIR STUDENT LOANS.

THESE BILLS BUILD ON THE PEACE CORPS AND VISTA MODEL. THESE ARE PROVEN PROGRAMS AND WE SHOULD NOT EXPERIMENT WITH UNTRIED SERVICE CORPS MODELS. AND, ABOVE ALL WE SHOULD DO NOTHING THAT ADVERSELY AFFECTS THE PEACE CORPS AND VISTA.

THE BILLS DO NOTHING TO UNDERMINE THE AVAILABILITY OF FEDERAL FINANCIAL ASSISTANCE TO STUDENTS WHO CHOOSE NOT TO SERVE.

THERE ALREADY EXIST FIFTY STATE AND LOCAL YOUTH SERVICE CORPS AND THESE BILLS DO NOT DUPLICATE OR CONFLICT WITH THESE PROGRAMS.

THESE BILLS STIMULATE THE ENTREPRENEURS WITH TAX-EXEMPT ORGANIZATIONS, WHO SHOW GREAT CREATIVITY IN DELIVERING NEEDED

SERVICES TO THE COMMUNITY AT A LOW COST, RATHER THAN ASKING THEM TO COMPETE WITH OTHER ORGANIZATIONS FOR A LIMITED AMOUNT OF FEDERAL GRANT MONEY. WE NEED TO TAP THE CREATIVITY OF THE PRIVATE SECTOR, NOT BURDEN IT WITH GOVERNMENT BUREAUCRACY AND REGULATIONS.

LOCAL COMMUNITY SERVICE ORGANIZATIONS WILL NOT HAVE TO RESTRUCTURE THEMSELVES AND THEIR PROGRAMS TO MEET FEDERAL REGULATORY REQUIREMENTS OR TO AVOID CONTROVERSIES WHICH MIGHT IMPERIL THEIR GRANTS.

TAX-EXEMPT COMMUNITY SERVICE ORGANIZATIONS WILL BE ENCOURAGED TO ESTABLISH SERVICE CORPS THAT CAN MAKE THE BEST USE OF STUDENTS WHO QUALIFY FOR THE DEFERMENT AND PARTIAL CANCELLATION PROGRAMS.

PUBLICIZING THE CURRENT DEFERMENT REQUIRES NO NEW LEGISLATION OR APPROPRIATIONS. IT CAN BE DONE NOW, WITHOUT ANY DELAY BY THE ADMINISTRATION AND BY CONGRESS. MEMBER'S OFFICES CAN DO THIS WITH MAILINGS TO THE UNIVERSITIES AND COLLEGES AND TAX-EXEMPT ORGANIZATIONS WITHIN THEIR STATE.

THE THREE BILLS I HAVE INTRODUCED ARE REALISTIC, EFFECTIVE AND TIMELY.

I AM HAPPY TO ANSWER YOUR QUESTIONS.

## SUMMARY OF LEGISLATION

**CURRENT LAW**

| | DEFERMENT | CANCEL N.D.S.L. | CANCEL G.S.L. |
|---|---|---|---|
| PEACE CORPS/VISTA | YES, SINCE 1960'S | YES, SINCE 1986 | NO |
| COMPARABLE SERVICE WITH NON-PROFITS | YES, SINCE 1980, BUT NOT IMPLEMENTED | NO | NO |

**BUMPERS LEGISLATION**

| | DEFERMENT | CANCEL N.D.S.L. | CANCEL G.S.L. |
|---|---|---|---|
| PEACE CORPS/VISTA | | | YES |
| COMPARABLE SERVICE WITH NON-PROFITS | | YES | YES |

The **Chairman**. Senator Moynihan?

Senator **Moynihan**. Mr. Chairman, I am going to make Senator Bumpers unhappy by announcing just as he is leaving that I am going to say something nice about his proposal. [Laughter.]

This comes up the heading of just plain comment, but you know, Senator Bumpers addresses a genuine question, which is that of we have transformed, in my view—I would love to see this quantified—but I think we have transformed the political and social outlook of American youth by seeing that the most successful and energetic enter their twenties as debtors, and at just that moment when you are supposed to have a few years to think about larger events, why, you find yourself wondering about how you are going to pay off banks. And that leaves a very constricted sense of your possibilities. I speak as someone of a generation—I went through 4 years of college, the first was City College, and the tuition never arose; in the Navy it never arose; with the GI bill, it never arose; Fulbright, it never arose—and that's how I ended up a Democrat—well, I was born a Democrat, but that is how I stayed one.

But if I had owed $100,000 by the time I was 25, I'd have thought twice about how much we should share in the way of social benefits with the rest of the world. I make that point. I think it has transformed the sociology of young people that they are debtors before they are even married.

I appear, Mr. Chairman, very briefly—and I will ask that a statement be put in the record—on behalf of the idea of including in whatever it is you do a component of conservation. I know my colleague and neighbor, Senator Jeffords, would agree that in our part of the world, and I think most parts of the country, the CCC was by far the great success of the New Deal—not the most important measure, by any means, but it is the one thing everybody loved and looked back at and recalled—and you run into it; you run into it in mountain trails and places like that, all over the country.

Starting in 1982, Senator Mathias and I introduced what we called the American Conservation Corps, a relatively modest enterprise of 28,000 people, and it had its success. Its counterpart in the House would pass, and it would pass here. In the last weeks of the 99th Congress, it passed both the House and the Senate and went to the White House. This bill passed this Congress. President Reagan did not feel free to sign it, so it was a pocket veto, but the measure has support, and I would commend it to you.

I would like also to say one last thing in terms of Senator Mikulski's very explicit remark that demography is destiny. This is to give you at once both a word of encouragement and a moment of caution.

If I could say to the Chairman, Senator Kennedy, it will be just 25 years ago next week that Sergeant Shriver and Adam Yarmalinski and I appeared before the Committee on Labor and Public Welfare on the House side to present the Economic Opportunity Act of 1964. There was at that time a great deal of talk about national service. And every time we got down to it, the chastening fact was to go to the Summary of National Statistics and look up how many people were turning 17 next year. We were just being overwhelmed by cohorts, and they got bigger and bigger and bigger.

Well, now, sir, they are commencing to get smaller and smaller and smaller. The number of people 18 to 24, which is about the range you are talking about, goes down by one-quarter between 1985 and 1995. Instead of having our institutions constantly being battered by the cohorts coming in, to the contrary, we are running relatively short of people.

If you want to know why unemployment rates are down, it is because of this. So you come into a situation where the tide is going your way.

On the other hand, remember how many people you are talking about. This drop of one-quarter from 1985 to 1995 leaves you in 1995 with 24 million people age 18 to 24. So it is still a much larger number than you can deal with on a universalist basis. But on the other hand, demography is destiny, if I may say, Senator. You are a social scientist and have worked with such matters, and I think you time has come on this subject.

I thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Senator Moynihan. We appreciate your comments and look forward to working with you.

[The prepared statement of Senator Moynihan follows:]

FROM THE OFFICE OF

**Senator Daniel Patrick Moynihan**

New York

# Statement by Senator Daniel Patrick Moynihan
on
S. 232, the American Conservation Corps Act of 1989

Senate Committee on Labor and Human Resources
March 9, 1989
Washington, DC

Mr. Chairman,

I thank my colleagues on the Labor Committee for the opportunity to once again pledge my support for the creation of an American Conservation Corps. On the first day of the 101st Congress, I introduced S. 232, a bill to create the Corps. I have sponsored similar measures since 1982, when Senator Mathias and put in the first ACC bill in the Senate. Much has changed in the intervening years, but nothing has happened to the pressing need for youth employment and pre-employment training.

I note that this bill is not the only one before the Committee today relating to the idea of youth service. This is well and good -- conservation work is not the only volunteer service of value. A number of existing Corps at the city and state level are performing a mixture of both conservation and human services work. Fifteen governors have established state corps. On the local level, the City of New York's City Volunteer Corps is an example worthy of emulation. Its broadly drawn program has contributed some 2 and 1/2 million hours of service in the past five years covering a broad range of different social and conservation needs appropriate to an urban area. The viability of different Corps structures is being proven around the country by the more than 50 existing youth service programs involving over 60,000 young people.

And so I hope my comments today on the particular benefits of Conservation Corps will not lead the Committee to believe that conservation work alone holds some special value. Clearly conservation of public lands is a worthy aim, but so is care for the elderly and the infirm. So too is the rebuilding of schools, playgrounds and shelters for the homeless. I will speak primarily about the ACC concept today only because it is the most familiar to me, and my long association with it is no doubt the reason I have been invited to testify.

Mr. Chairman, how many of us have ever walked through a stand of woods or a National Park and come across a trail, or perhaps a bridge or lodge, and discovered that it was built by Franklin D. Roosevelt's Civilian Conservation Corps? During the CCC's nine year lifetime, 3 million young men dedicated their time to conservation work valued at more than $1.5 billion. Among these men, 100,000 entered the Corps as functional illiterates, and left it with the ability to read and write. Many of the CCC's projects still serve us today, and are eloquent testimony to the quantity, and even more so, the quality of the Corps' work. Truly, the Corps lived up to the goals FDR set for it: "to save a generation of upright and eager men and to help save and restore our threatened natural resources."

The twin problems that CCC was formed to address -- unemployment of young people and deterioration of natural resources -- are with us once again. Teenage unemployment last month stood at over 16 percent. 1.3 million teenagers wanted, but could not find work. One in three black teens was unemployed. And of the 6.7 million Americans presently unemployed, 40 percent are under 25 years of age. This is the population we hope to target.

The ACC would employ up to 28,000 young people per year to perform much needed conservation and rehabilitation work on Federal, state, local and Indian lands. It would provide year-round and summer employment opportunities principally for disadvantaged youths aged 16 to 25.

I must emphasize that this is not a "leaf raking" bill. The work these young men and women will be doing -- and indeed, that over 50,000 of them are doing at this very moment -- is not make-work. It is real work. Hard work. It is work to benefit Americans who use public lands and public recreation facilities, which is most everyone at one point or another. And it is cost-effective work. Existing youth corps programs have returned as much as $1.77 in appraised conservation work for every dollar expended.

The President's Commission on the American Outdoors, formed in 1985 to report on the state of our natural resources, also looked at what could be done to help our deteriorating public lands. The Commission stated in its January 1987 Report,

> . . . the need is acute for the type of activities which outdoor corps can offer. Recreation and conservation agencies at every level report severe staff shortages... outdoor corps can and do help meet these critical needs, usually at great cost savings.

As I am sure you are aware, Mr. Chairman, the ACC bill you have before you is identical to that which passed the Senate during the final week of the 99th Congress as part of legislation to establish the Cuyahoga Valley National Recreation Area (H.R. 4645). The bill authorizes $75 million annually for three years -- 80 percent of the funds are administered by the Department of Interior [Park Service lands (25%), Indian lands (5%), and state grants (50%)] and 20% by the Department of Agriculture [Forest Service lands (15%) and other federal agencies (5%)]. Fifty percent of the funds would be awarded to states and localities in the form of competitive grants. Awards would be based on the size of the state's unemployed youth population, the conservation and rehabilitation needs of the state's public lands, and local support for the program. States would be required to match federal funds dollar for dollar.

The array of work that ACC volunteers can perform includes wildlife habitat conservation, rehabilitation and improvement; urban revitalization; recreational area development and maintenance; road and trail maintenance; erosion, flood, drought and storm damage control; insect, disease, rodent and fire prevention and control; improvement of abandoned railroad beds and rights of way; and energy conservation projects.

The first ACC bill put before the Congress, the Public Lands Rehabilitation, Conservation and Improvement Act of 1981 (H.R. 4861 in the 97th Congress) was of course somewhat different than what we are considering today, but the idea was very much the same. This bill passed the House in June of 1982. The House approved ACC again in December, 1982, but the Senate did not act on this bill or on the bill that Senator Mathias and I had introduced on February 3, 1982. So passed 1982.

And so since then, on the first day of the 98th, 99th, 100th, and now 101st Congresses I have introduced ACC legislation, and here we are once again. The bill has evolved over the years -- this year's version is much less costly than the original bill, and has a much higher state matching requirement.

In the 98th Congress, we came quite close, with legislation passing both houses. The President chose to pocket veto the bill (although I might add that when Governor Ronald Reagan signed legislation into law to create the California Ecology Corps in 1971 he termed it "the prototype for future national implementation.")

In the 99th Congress, the House and Senate passed differing versions of the bill, and the bill never made it to the President's desk.

Mr. Chairman, I am hopeful that youth service legislation will at last be enacted this Congress. And that is not an unreasonable hope. A renewed interest in public service is permeating the national landscape.

In May 1988, Representative Matt Martinez, Representative Leon Panetta, and Representative Mo Udall began work on a new bill that combines elements of the American Conservation Corps with a National Youth Service Corps to assist youth in providing human services assistance to communities. Their bill, revised and re-introduced this January, contains a strong emphasis on educating disadvantaged program participants. My friend Senator Dodd of Connecticut has introduced an identical bill of which I am an original cosponsor. The Democratic Leadership Council chaired by Mr. Nunn of Georgia issued a report calling for the creation of a Citizens Corps, describing it as a voluntary system of national service designed to create new opportunities to serve each other and their country. President Bush has also proposed a voluntary service program.

Clearly a consensus is building that the nation's youth -- and the nation -- have something to give and something to gain from establishing programs like the American Conservation Corps.

Mr. Chairman, members of the Committee, I support your efforts to enact youth service legislation to reach the body of under-educated, under-employed and under-appreciated youth we seem to have so little success in helping. Such service can give these young people the training and motivation to enter the educational system or the work force with new skills, renewed motivation, and the knowledge that hard work can lead somewhere. Knowledge that there is a way out.

The **Chairman**. Senator Graham, we look forward to hearing from you.

Senator **Graham**. Thank you, Mr. Chairman.

I would like to ask unanimous consent to place my full statement in the record and to summarize.

The **Chairman**. The complete statement will be included.

Senator **Graham**. Thank you, Mr. Chairman.

It is a pleasure to testify before this committee today. I recognize that the focus of the proposals that the committee is considering is on how to get students and youth involved in voluntary activities. The proposal that I am making which is contained in S.382 has as its objective to bring into the school the voluntary enthusiasm of the community.

I would suggest that one of the best ways to encourage young people to be interested in voluntary action is to expose them to adults who have actively engaged in voluntary means in which they can assist in the schools and other programs which involve youth.

When our young people see first-hand how their lives can be enhanced by the efforts of volunteers who come into the classroom, they can begin to understand the many benefits which will be derived by reaching out as volunteers.

This legislation, the Business and Citizen School Volunteers Act of 1989, attempts to establish a limited Federal role in accelerating that process. This bill would provide seed money to State and local educational groups which want to initiate or operate voluntary programs with private citizens and businesses.

While numerous volunteer projects are already underway in our Nation's schools, my State of Florida has learned that the potential source of school volunteers is tremendously expandable. With a small amount of financial assistance and leadership, these resources can be put to better use.

Since our State created a voluntary program office in our State department of education, the number of school districts with school volunteer programs and the overall number of instructional volunteers has doubled. There is a relationship between an organized effort to encourage voluntary action in the schools and the number of volunteers who will have an impact in our Nation's classrooms.

Mr. Chairman, the legislation that I propose will give special priority to those grants which would involve senior citizens, a population which has been particularly effective and generous in school volunteer service. Not only do these older volunteers enjoy a renewed sense of their own usefulness, but they can take back to the community a better understanding of the needs and concerns of young people.

One of the most positive things that has happened in our State as a result of involving senior volunteers has been the increased political support among older citizens for public education. We have many examples of persons with a deep experience and rich skills who are sharing with the younger people of our State.

Mr. Chairman, another disturbing problem that I know is of particular concern to this committee is that of drug abuse among school-age children. More and more people are looking for ways in which they can be personally involved in the war against drugs.

This legislation prioritizes funding for projects that would encourage voluntary action against drug and alcohol abuse.

If I could give one example, in Seminole County, Florida, a community north of Orlando, Tammy Herman, a reformed addict who began her 16-year habit of drug and alcohol abuse when she was 12, is trying to help middle-school and high school students avoid the horrors which she has personally experienced. It took the threat of losing her children to get Tammy to straighten out her own life. She now visits schools and talks with students about the dangers of drug experimentation. She has coproduced with the local hospital a videotape which is shown in area schools, a voluntary effort designed to spare this generation of children the need to learn the bleak lessons which she learned the hard way.

Mr. Chairman, during the past decade, the sort of citizens participation which I describe has grown tremendously. Business and private volunteers today are providing a record $1 billion annually in educational services to elementary and secondary schools of the United States. And I am especially proud of the role which the Federal Government has, and I believe can in an expanded manner play in this.

In Florida, the military has set an excellent example at the Pensacola Naval Complex and Whiting Field. In that community, the officers and enlisted men and women are heavily involved in the Adopt-A-School program. The military has adopted 15 schools in the Pensacola area. Under the Saturday Scholars Initiative, officers and enlisted people teach elementary school students two hours every Saturday for six weeks. The Navy has been concentrating on teaching math, science and reading skills. Tutoring sessions are available on a one-on-one basis. One Navy commander has stated: "Our goal is to bring up children to their reading level."

In the Pensacola area, eight schools, with 50 students per school, have been involved in the Navy, in the Saturday Scholars effort, since the fall of 1985. Officer-enlistees from nearby Whiting Field have tutored 300 students since the fall of 1987.

Those are examples of what the institution for which we are responsible, the Federal Government, can do to assist through a voluntary effort in enhancement of our public schools.

Mr. Chairman, I believe that this initiative is fully complementary with the initiatives that have been suggested by the members of this committee and by my colleagues this morning, and I would urge your consideration of its incorporation in our national effort to increase the spirit of volunteerism.

[The prepared statement of Senator Graham follows:]

Bob Graham

## SENATOR BOB GRAHAM
## REMARKS ON BUSINESS AND CITIZEN SCHOOL VOLUNTEER ACT

Mr. Chairman, I appreciate the opportunity to testify before the Committee today as you address the role of the Federal government in promoting volunteerism. Volunteer service represents an investment of human resources by the participants and in the recipients, and it is an important element of life in the United States.

The legislative proposals discussed here today focus on expanding opportunities for our young people to serve their country. One of the most effective ways to demonstrate the merits of volunteerism is to provide our students with role models. When our young people see firsthand how their lives can be enhanced by the efforts of volunteers who come into the classroom, they too can begin to understand the many benefits derived from reaching out as a volunteer.

I believe my proposal, the Business and Citizens School Volunteers of America Act, is just the starting point for this effort. This bill provides seed money to state and local educational groups which want to initiate or operate volunteer programs with private citizens and businesses. While numerous volunteer projects are already underway in our nation's schools, my state, Florida, has learned that the potential source for school volunteers is tremendous. With a small amount of financial assistance and leadership, these resources can be better put to use. Since the State of Florida created a volunteer program office in its Department of Education, the number of districts with school volunteer programs and the overall number of instructional volunteers has doubled.

Mr. Chairman, in this proposal special priority for these grants is given to projects involving senior citizens, a population which has been particularly effective and generous in school volunteer service. Not only do these older volunteers enjoy a renewed sense of usefulness, but they take back to the community a better understanding of the needs and concerns of our young people.

For example, Hy Regan, a former furniture dealer from Deerfield Beach, Florida, has been volunteering at Deerfield Park Elementary School for 12 years now, almost five hours each week. Hy is just one of approximately 70 senior citizens who are bused from a condominium complex in Broward County to the school each week to share their skills and knowledge with the students, whether it be assisting as substitute teachers or tutoring special students one-on-one. Hy says, "I get the satisfaction of seeing what I produce. We see the end result in the children, in their lives."

Mr. Chairman, with the disturbing problem of drug abuse among our school-aged children, more and more people are looking for a way to join the war against drugs. This legislation prioritizes funding for projects which would address drug and alcohol abuse.

In Seminole County, Florida, Tammy Herman, a reformed addict who began her sixteen year habit of drug and alcohol abuse when she was twelve, is trying to help middle school and high school students avoid the horrors she has faced. It took the threat of losing her children to get Tammy to straighten out her life.

Tammy visits schools and talks with students about the dangers of drug experimentation. She has co-produced, with a local hospital, a videotape which is also shown in area schools -- all a volunteer effort designed to spare kids learning the bleak lessons of drugs the hard way.

During the past decade, this sort of citizen participation in school volunteerism has grown tremendously. Business and private volunteers are today providing a record $1 billion annually in educational services to elementary and secondary schools in the United States.

I am especially proud of the spirit of volunteerism in Florida. More than 140,900 citizens gave over 6 million hours of service to 2,035 Florida public schools last year - time and effort that was worth over $61 million. This figure represents an increase of 40 percent in the last four years.

Mr. Chairman, the federal government can and should be a role model for school volunteerism. In Florida, the military has set an excellent example at the Pensacola Naval complex and Whiting field. Officers and enlisted men and women are heavily involved in the "Adopt a School" program and the "Saturday Scholars" program.

Under the Saturday scholars initiative, officers and enlisted people teach elementary school students two hours every Saturday for six weeks. The Navy has been concentrating on teaching math, science and reading skills. Tutoring sessions are one-on-one.

In the Pensacola area, eight schools with 50 students per school have been involved with the Navy in the Saturday Scholars efforts since the fall of 1985. Officers and enlistees from nearby Whiting field have tutorted 300 students since the fall of 1986.

Working with professional administrators and teachers, citizen volunteers are invaluable in providing students with individualized attention. These volunteers complement the instructional efforts of the teachers. This sort of interest translates into improved student attitudes and academic performances.

Business volunteers help to mend the gaps which have long existed between the home, the school and the community. By bringing the knowledge and the experience of the workplace into the classroom, businesses can help American students prepare for future careers and create a workforce which will have an edge in the international marketplace.

Florida's success with the development of volunteer programs can and should be enjoyed by all states. The federal government's limited but meaningful involvement through the Business and Citizen School Volunteers of America Act will be an important enhancement of our public education.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Senator Graham.

I have had an opportunity to see that program myself in Dade County and meet with some of the seniors who are involved in that program, and also meet with some of the students who are involved. I think you have some 22,000 seniors who are involved in some kind of voluntary program in the Dade County School System, and it is enormously impressive. We are grateful to you for bringing that again to our attention. We know how interested you have been in encouraging that aspect of volunteerism, and we can see right away its effect in your State.

I have just one question, for both of you, and that is in the development of the legislation, how do you balance the training component with the service component and the education component? I myself believe that there ought to be an education component in terms of citizenship. There are a number of features of that aspect of it which I think are important.

Training programs which we have jurisdiction over are for the most part a good deal more complicated. I know Senator Moynihan has given a lot of thought to it, and Senator Graham as well, but I am just wondering whether you have any disposition in shaping the programs.

Senator MOYNIHAN. I have a disposition, Mr. Chairman.

The CHAIRMAN. What disposition is that?

Senator MOYNIHAN. It is that in any large city in this country, about a quarter of the teenage males are getting out of a school system with no capacity to work at all and no experience and no prospect; and national service should put them to work—just give them experience working, that is all—not teaching, and really, not being taught—just work. That is an experience that they have never had.

The CHAIRMAN. Senator Graham.

Senator GRAHAM. I share that concern that Senator Moynihan expressed about the distressingly large number of our young people who leave school without skills to cope with the reality of the world in which they live.

My bill focuses on how to deal with some of the reasons why that occurs, and that is because students have not been exposed to individuals or to a cultural expectation. To use the specific example of Pensacola, one of the reasons the Navy program has been so effective is that it has brought into the schools, in many cases to children who have not had a male figure in the home, a person in whom they can establish a rapport, a personal relationship, who can lead not only by what they teach on the blackboard, but the example that they and their lives have set.

So I believe that the personal example is a powerful tool to deal both with the conveyance of specific skills, but maybe more importantly, attitudes and life behavior.

The CHAIRMAN. As I understand, there is particular interest in the math and science skills of retired military personnel who are being brought into the program. I think the Navy, as I understand it, in particular—or do you have all the other services as well?

Senator GRAHAM. The Navy has been the leader in this. And as I say, I would hope that in shaping this legislation, we could give some encouragement to all Federal agencies to see that they have a responsibility to education through voluntary promotion of their time and talents.

The CHAIRMAN. I think that is an excellent suggestion. There is no reason today why the President could not have an Executive Order to all agencies to either encourage it or develop programs. Some lend themselves to that type of a program perhaps more than others. But there is no reason today, and I think it is a worthwhile comment.

Senator Jeffords.

Senator JEFFORDS. Thank you, Mr. Chairman.

Just very briefly, I think one of the good policies of a freshman is to make friends with all Senators here, and I would I agree with both of you. I think that with respect to the sense of education, certainly, as Senator Moynihan pointed out, it is the work experience that is necessary. We also know, unfortunately, that a very large percentage of our young people graduate from high school, especially in the urban areas, without an adequate high school education. So I think we should combine them both. I think the work experience is very necessary, but also we should make available some remedial help.

I also think it is important, as Senator Moynihan pointed out, that we have had some excellent experiences in the past in the conservation programs. I think we ought to examine a number of options that ought to be available under these, as well as just purely community voluntary service.

There have been excellent statements, and it has been an enjoyable morning thus far.

Thank you, Mr. Chairman.

The CHAIRMAN. Senator Mikulski.

Senator MIKULSKI. Thank you, Mr. Chairman.

First, a comment to Senator Moynihan, and then one or two questions for Senator Graham.

Senator Moynihan, first, I absolutely agree with you on the need for a conservation component, and under the proposal I am suggesting, the folks volunteering would pick a major—they would pick, for instance, youth work, and then really learn how to work with kids; or they would pick the elderly, and really get into the issue; or they would pick conservation and clean up the Chesapeake Bay, work in a variety of conservation areas to do that.

The other thing is that knowing of your championship in welfare reform, as an architect of our welfare reform, a part-time model would actually allow people like the welfare mother, who has gotten some other training—either her kids are in this program, or she could do some of it on weekends, you see.

Again, you participated in the Poverty Program; I taught at the VISTA training center. We made mistakes. Sometimes what we did to the poor was unbelievable—dumping 100 VISTA kids in a neighborhood, they all knew how to sing freedom songs and were ready to go to work—but the poor taught them more than they taught the poor.

So we would hope that when we move the people into working now, they would know what they were doing.

Senator Graham, I think your idea, too, is very exciting, and I'd like to learn from it. Mine is part-time. Your people were part-time. I do not want a big bureaucracy. That is why I am talking about existing volunteer agencies.

Could you tell me two things, based on your experience—one, what would be a reasonable time commitment to expect from a part-time volunteer? I have got them serving in my bill for two weekends a month, and so on, but I'm flexible in that. And second, how did you keep bureaucracy to a minimum, because I know you were a thrift-conscious Governor.

Senator **GRAHAM**. One, I would say that two hours-plus a week would be a basic expectation in terms of a person being effective as a volunteer.

Second, what this bill proposes is twofold—one, grants to local nonprofit groups and educational agencies to establish these partnerships that will create the mechanisms to stimulate additional voluntary action. That is where 80 percent of the funding could go. Twenty percent would go to the creation of a volunteer center which would do things like identify exemplary programs and disseminate that information to help with training, to evaluate volunteer programs.

We state in this legislation that that effort should be done through a nonprofit agency designated by the Department of Education as opposed to establishing a new Federal agency.

There is in fact already a national school volunteer program which has had extensive experience in many of these areas, and frankly, it would be, I think, an ideal candidate with the additional resources that this legislation would make available to carry out that function.

Senator **MIKULSKI**. Thank you, Mr. Chairman.

Thank you, Senator Graham.

The **CHAIRMAN**. Senator Cochran.

Senator **COCHRAN**. Thank you, Mr. Chairman.

I think it is clear that our hearing this morning has been enriched by the presence and the testimony of our colleagues. We appreciate your being here.

[The prepared statement of Senator Cochran follows:]

## REMARKS OF SENATOR THAD COCHRAN

## SENATE LABOR AND HUMAN RESOURCES COMMITTEE HEARING

## NATIONAL AND COMMUNITY SERVICE LEGISLATION

Mr. Chairman, it is clear that our hearing this morning has been enriched by the presence and testimony of our distinguished colleagues. I appreciate the opportunity also to hear the views of many of those who are already involved in worthwhile community service projects across the country. Each day we see the successes of programs such as VISTA, RSVP, ACTION, and numerous literacy projects. These programs are working, and they are working because of the efforts of thousands of community service volunteers. The federal government doesn't tell them they have to participate; they have a sense of responsibility to their communities and the willingness to act on it.

Perhaps the role of the federal government is to encourage voluntary community service and to serve as a cooperative partner in specific projects. All Americans should realize that they can contribute. Business people could be encouraged to volunteer their time to visit local classrooms and offer their expertise to supplement the teaching resources of our schools.

I look forward to reviewing the various proposals for national and community service legislation. I understand this is the first of at least four hearings we will have on this issue. I am sure we will also have an opportunity to have hearings on the community service proposal suggested by President Bush; "Youth Entering Service."

The **Chairman**. Senator Adams.

Senator **Adams**. Thank you, Mr. Chairman.

I have been pleased to join with Senator Mikulski in this proposition, and I think we both have looked upon it as a building block, because it combines the experience of the opportunity which I know Senator Moynihan is aware of from the generation that we came from, that you could go either to the military or the National Guard on the weekends, or you could go into voluntary service. This was one of the early concepts of the Kennedy Administration that then led to the Peace Corps and so on.

I have some self-criticism of our own language there. I think maybe we ought to change that to "voluntary service" rather than "community service"; "community service" in many areas has a connotation of something that is put on people in court cases.

Senator **Moynihan**. Instead of going to jail.

Senator **Adams**. So I think maybe we ought to say something a little different, Barbara, and we will think about that.

I also, Mr. Chairman, would like to put in the record at this point, so that it could be added to the excellent testimony we have received from Senator Bumpers, Senator Moynihan and Senator Graham, a paper entitled, "Principles for Youth Leadership Development and Empowerment", which is the program in Washington State that deals with the proposition of drawing the best out of the youth involved through actual involvement in the community. This program also tried to avoid it just being an adult program, in effect, given to or forced upon the youth. I think it gives about eight concepts, and I would like to ask that it be placed in the record, Mr. Chairman.

The **Chairman**. It will be included.

[Information supplied follows:]

# Principles for Youth Leadership Development and Empowerment

By Stephen Boyd
President, Washington Leadership Institute

- **Education: What it Is and What it Should Be**
  "Real education," said Gandhi, "consists in drawing the best out of yourself." Too much of our formal schooling is based on taking in from others. This passive, dependent, teacher-centered mode of education fails to engage teenagers at a time when the are making the transition to adulthood. Thrust psychologically, physically and socially towards the responsibilities of adulthood—jobs, parenting, family responsibility, they are in schools still treated as children. In order to genuinely engage students in the learning process, particularly those students who are "street smart" and "school bored," we must listen to them, ask them to discover themselves, work together to acquire the skills and perspectives they need to be successful adults in their community.

- **Engagement: Participation Not Dependence**
  Too many youth empowerment efforts are really just adults running events and programs for young people, gauging success by how well young people follow directions. Such programs fail to engage young people and only perpetuate the dependence on adults that young people have known since childhood. Such programs fail to build the self-reliance young adults will need to participate in community life. Successful programs must involve adults who are willing to give up control and enter into a mutual negotiation with youth.

- **A "Real World" Context**
  Instead of divorcing young people from the world about them, we must use the context of real world problems and the issues that face them day-to-day as the "case" study. Young people must learn how to grapple with these problems, just as their elders are grappling with them now. Experience is the best teacher. Young people need its lessons.

- **Moral and Ethical Reasoning**
  Learning is more than an intellectual process. It requires an emotional investment within the context of playing a significant role in accomplishing a task and being able to reflect on one's performance of that role. This reflection facilitates the reasoning skills needed to deal with moral and ethical dilemmas. This idea can be summed up in the Greek equation for the building of ethical character, *Ethos = Logos + Pathos:* character is the sum of intellect and passion.

- **Social and Personal Responsibility**
  "A lack of a significant role in the community and society ... has bred apathy, cynicism and powerlessness" in adolescents, a recent study concluded. Youth development must aim at finding roles for adolescents that are action-oriented and which emphasizes a commitment to the community. We are at a crisis point in our educational leadership. Students must rediscover the social contract with the community in which they live. It is only through the rehabilitation of that emotional and rational bond that young people can discover a sense of purpose and we, as a nation, can rediscover a collective spirit.

- **Building Bridges to Adults**
  Collegial relationships with adults allow young people to view their elders outside of normal, authoritarian roles. When adults act as mentors to young people in support of youth initiatives, a connection to experience and wisdom takes place. A well-managed team of young people and adults results in commitment and renewal for both parties through the cross-generational exchange.

- **Attitudes Toward Community Activism**
  Success in community involvement comes when the young person is emotionally committed to a task which he or she chooses, when the student feels confident of the power and skills needed to make a contribution. Any community participation program needs to educate students to know themselves, to know what they have to give, to know the needs of their community and to have the confidence that they can make a difference.

- **Building on Dependable Strengths**
  The willingness to step forward and risk requires self-esteem discovered in a learning environment that builds self-confidence through a focus on personal strengths. Dr. Bernard Haldane, a nationally recognized expert in employment counseling, has developed an effective approach to the identification and celebration of "dependable strengths." His approach allows for powerful feelings of positive self-esteem through an interactive process of self-discovery in both career and non-career experiences.

- **Pride and Self-Confidence: Challenge and Support**
  A truism for any effort aimed at personal growth and change is that both challenge and support are required. The first lesson, as Jesse Jackson correctly argues, is that we must first teach the lessons of self pride—to value yourself, that "you are somebody." The second lesson is that you cannot fully learn the first without being willing to question yourself and be questioned.

10/88

Senator **Adams**. I thank my colleagues for testifying. It is the beginning of an exciting concept, and I am glad we are all moving into the field. I think it will take the efforts of all of us to institute what I believe is the necessity for a work experience after high school. Many of us obtained this automatically by being drafted into the service, and I think we were all the better for it going into college. I do not want to force that on people—that is why I have joined with Senator Mikulski—but I think we have a gap there. If we do not immediately build this in the schools themselves and then carry on—because I went through all the District schools when I was on the District Committee—you find that there is a dropoff. In other words, if you cannot get a job, and you have no activity, and you are not in school, you get that gap that is the most dangerous gap in the world as far as our youth are concerned. That is what we are aiming at, and I hope we can accomplish it.

Thank you, Mr. Chairman. I think the hearing is excellent.

The **Chairman**. Thank you.

Senator Harkin.

Senator **Harkin**. Thank you, Mr. Chairman.

I apologize for being late.

I thank my colleagues for their interest and their proposals in this area.

The only thing I would add—and I am sure it has been talked about before—is don't forget the elderly. They are a great source of volunteer help in our society. They are retiring, and they are living longer, they are healthier. Time after time, I hear elderly people say, "I would love to volunteer, if I just had somebody who was set up to do so." So I hope we can meld these two together in some fashion, and I thank you both for your offers.

[The prepared statement of Senator Harkin follows:]

STATEMENT OF SENATOR TOM HARKIN
MARCH 9, 1989
HEARING BEFORE THE COMMITTEE ON LABOR AND HUMAN RESOURCES

Mr. Chairman, I want to thank you for holding this hearing today to examine various proposals on national and community service. I am very pleased that this issue has come before the Committee.

In the formulation of these proposals, I hope the Committee will take into consideration the capabilities of older Americans. I know that in my state, many older Iowans would love to volunteer, if they were asked, and provided a mechanism through which to work. I believe that older Americans can provide a great service to their community.

I look forward to examining the testimony presented today, and to working with the Committee in the creation of legislation which will tap this country's most valuable resources: the energy and compassion of its people.

The CHAIRMAN. Thank you very much to our colleagues. We appreciate your being with us here this morning.

I will ask our next witnesses to come up.

A very special welcome to Katy Evans, age 12, from Camp Hill, Pennsylvania. Katy works with the "Helping Hands" program. She has taken the day off from school to be here today to tell us about the project.

We are pleased to welcome Catherine Powers, a senior at Baltimore City College High School, where she is the student government president. She has some interesting volunteer experiences to share with us. We are glad to have her here.

We welcome Alex Byrd, who is the leader of the Rice University Student Volunteer Program in Houston. That organization sends 400 volunteers each week into the community for tutoring, to work with the homeless and help with home refurbishing projects. He is also on the board of the Campus Outreach Opportunity League, a national organization which promotes student involvement in community service and action. It is good to have Alex here.

We are pleased to welcome another Texan, Bobby Heard, who is a junior at the University of Texas. He helped bring the "Just Say No" program to Texas. He has travelled across the country, speaking to younger students. In 1987, he was appointed by President Reagan as the youngest member of the White House Conference for a Drug-Free America. He has a very impressive list of accomplishments for a young person.

We welcome Peter Waite, also, who is the Executive Director of the Laubach Literacy International. He has served as a VISTA volunteer and participated in the University Year for Action Program a number of years ago. We are glad to have him here this morning.

And then we will hear from Robert Rothstein, who volunteers his time to help introduce first-graders to math and science. Mr. Rothstein is one of the oldest persons ever to graduate from high school in the State of Maryland, at the age of 81. Since then, his time has been devoted to helping younger students. We thank you for being here this morning.

We will ask Katy Evans to lead off. We want you to be nice and relaxed here, Katy. We are very interested in what you all have to say, and we hope you will enjoy it. And we want all your teachers to know how much we value your presence here today. So thank you very much for coming.

## STATEMENT OF KATY EVANS, STUDENT, CAMP HILL MIDDLE SCHOOL, CAMP HILL, PA; CATHERINE POWERS, STUDENT, BALTIMORE CITY COLLEGE HIGH SCHOOL, BALTIMORE, MD; ALEX BYRD, STUDENT, RICE UNIVERSITY, HOUSTON, TX; BOBBY HEARD, STUDENT, UNIVERSITY OF TEXAS, AUSTIN, TX; PETER WAITE, DIRECTOR, LAUBACH LITERACY INTERNATIONAL, AND FORMER VISTA VOLUNTEER, SYRACUSE, NY; AND ROBERT J. ROTHSTEIN, VOLUNTEER, RETIRED SENIOR VOLUNTEER PROGRAM, CHEVY CHASE, MD

Ms. EVANS. I got started with Helping Hand last year, when it was first introduced by Mrs. Abrams. I had been helping with a food bank and doing other volunteer work, so I thought: Why not?

It sounds like fun. It was, and it gave me a great feeling about really helping someone who was in need of help.

While I was in the food bank, I saw people who needed the bags of food just to make it through the rest of the month. It was wonderful knowing that I was one of the people giving them that opportunity.

During those lunchtimes I spend with Helping Hands, we recycled Christmas toys and made small gifts for people in a nursing home in our community and then walked over to give them the gifts.

One Saturday afternoon, we jumped rope for HEART and raised $1,300, which we were all very excited about.

We put together bags and boxes full of toiletries for a women in crisis center, mainly for women with abusing husbands. Then we brought the bags to the center and toured the center.

Last year when I joined, I was the only person in my group of friends who did. I kept talking to my friends about all the experiences it provided. When it came time to sign up again after the summer, all my friends signed up. I think that happened in a lot of groups, because last year there were about 50 members, and this year there are about 100.

I am still involved in Helping Hands and plan to be in years to come. I hope programs like this get more support so we can be more involved in helping the needy.

The CHAIRMAN. Thank you very much.

Ms. Powers.

Ms. POWERS. Good morning. My name is Catherine Powers. I am a senior at Baltimore City College High School, where I serve as the student government president. I am a former student commissioner on the Baltimore City Board of Education and currently serve as an intern with Maryland Student Service Alliance.

I have participated in a science tutoring project in my school and I also spent this summer in Barbados with Crossroads Africa, helping to refurbish a children's home. Through these experiences, I have learned the importance of community service.

When I first began tutoring science, I had no concept of what "community service" was. I only knew that I would be getting out of class. Through the program, I was able to discover the exhilaration of helping others while rediscovering elementary outdoor biology with a group of adoring, inner-city third graders.

The "community" in "community service" describes the warmth that I felt as I dug for worms in the patches of grass behind the elementary school with my kids. At that point, the word "service" was the farthest thing from my mind.

But then, in my second year of tutoring, I encountered Shanee. On the first day of our outdoor biology unit, Shanee, a small child wearing a faded dress which scarcely covered her bony knees, informed me that she would not be studying with the group that day because she hated bugs and didn't particularly like me, either. The next day, I brought her a ladybug in a jar. I explained to her how to pick grass for it to eat and leave water for it to drink. Shanee named her pet Freddy Krueger, and Freddy and Shanee joined our group. For the first time in Shanee's life, she had become a participant instead of a disruption. I felt I had served her well.

This summer in Barbados, I learned that there is another side of service—a side which requires one to give without receiving. Each evening I walked three miles through fields to catch an overcrowded bus which would take me home to a lukewarm bucket bath and a dinner of insect-infested rice. On these walks, as I sweated through the paint that covered me from head to toe, the other side of the "service" aspect of community service frequently occurred to me.

Ladies and gentlemen of the committee, today I am asking you to fulfill two kinds of needs. There is a need in this country for public servants—for people who take it upon themselves to address the problems in their communities. The citizens of this Nation need daycare workers, educators, and those who assist the elderly. None of us in this room is unaware of these crying needs—needs which no budget, no rearrangement of figures and funds seem able to address. Community service provides the free labor as well as the impetus for concern which can help to address human needs.

I am also asking you to fulfill a need within the student population. Many students do not know how rewarding it is to help others. They do not know the joys of tutoring disadvantaged children, of working with the handicapped, of cleaning up the Chesapeake Bay. I know, because I have been there, and I want to make sure that others have the opportunity to share my experiences.

Community service builds self-esteem and habits of good citizenship. All students who enter these programs, even those who participate merely to escape algebra class or to acquire scholarship money, will come out of the experience with a better understanding of their world and themselves and a desire to work for the benefit of others. For many, it may be the first time they have ever felt needed.

Perhaps our experiences in helping others will change how we make our career choices. Once students realize that there are rewards in life which fill the heart rather than the wallet, we will begin to consider being teachers and social workers. Community service helps students to learn that we are capable and important, that we can make a difference.

Students are concerned. We want to help. However, we are not receiving enough support. If you fail to allow us an outlet for our social concern, you are creating a "me generation"—a generation that has received the message from its elders that making money is the most important thing and that helping others is insignificant.

You need to let students know that you value our efforts to make a better world. Give us a chance, we will show you that we have the courage to care and the strength to serve.

Thank you.

The CHAIRMAN. Thank you very much.

Mr. Byrd.

Mr. BYRD. I would like to say good morning, and thank you for inviting me out here today.

My name is Alex Byrd. I am from Rice University. I represent a group that involves, like the Senator said, 400 students involved in weekly community service commitments, and on one-time service events, we can mobilize up to 800 students of a 2,600-member student body to participate in community service activities.

There is much I would like to say this morning, but since I have three minutes, I will confine my comments to just three areas that can be remembered very simply as CAR. The "C" is for "challenge"; the "A" is for "apathy" and the "R" is for "resources". And I would like to discuss them out of order.

Apathy—for the most part, college students are not, and if I had more than three minutes I would undertake a proof that would convince you and demonstrate my position. I would tell you what I do, and I would tell you what thousands of others across the Nation are doing, and I would attempt to explain the emotions, the awareness and the understanding that is involved in my work and the work of people up here and others like us.

But since I do not have that time, I would just like to tell you that structures are apathetic, bureaucracies are apathetic—students are not.

As we sit here today, over 850 students from 38 States, Canada, and even as far away as Czechoslovakia are coming to Fordham University in the Bronx to participate in the Campus Outreach Opportunity League's fifth annual conference. These are students from all over the country who are coming together to learn how to be more responsible servants and to learn how to involve more people in their communities in the work that they do.

"C"—challenge. I would like to say first of all that mandatory is to service what anti-matter is to matter. This country today—meaning you and me—has a responsibility to challenge its citizens to act. This responsibility is not a light one, and it involves microscopic inspection of the status quo, it means honest identification of social needs and honest evaluation of programmatic responses. This challenge means education, commitment and initiative.

Most importantly, I would like to talk about the "R", which is resources. Communities do not need another bureaucracy lecturing reform and preaching policy. What we need are flexible, responsive structures for community-based initiatives. R.S.V.P. is funded in part by Southwestern Bell. We also get money from a Government agency called ACTION. We get money from student blanket taxes.

I think foundations such as the Babcock Foundation in North Carolina demonstrate how responsible the private sector can be with resources that do not nearly approach the resources available to the Federal Government. Creative uses of Federal work-study moneys, or resuscitated Guaranteed Student Loan and Pell Grant Programs would encourage unprecedented numbers of students into community service, and I would like to add, by consequence, into new levels of social, cultural and political awareness.

I do not envy the job that you have in front of you, but I hope as you work, you will remember how you get to work, and that is, think of CAR. Remember what I have said here, and apply some or all of it as you evaluate the legislation before you.

Thanks a lot.

The CHAIRMAN. Thank you very much.

Mr. Heard.

Mr. **Heard**. Good morning. My name is Bobby Heard, and I am Assistant Youth Coordinator for Texans' War on Drugs. I am also a junior at the University of Texas.

I really appreciate this opportunity and consider it a great honor to appear before this committee to testify on the positive contributions that young people are making throughout the country by volunteering.

My first experience as a volunteer was in high school, when I decided to share my message to nearby elementary schools that it was okay to lead a drug-free life. The feeling that I got in visiting that first fifth grade classroom was one of such exhilaration that it is impossible to describe. The feeling came from knowing that I might be making a difference in just one life.

In talking with other young people who help others by sharing of themselves, I have discovered that all have experienced that same indescribable feeling.

Because of youth volunteers, tremendous strides have been made in changing attitudes toward drug use. Today more than ever, saying "no" to drugs is becoming the cool thing to do. The impact of a high school students on a classroom of elementary or junior high kids is overwhelming because finally these young students have someone whom they feel knows what it is really like, someone to whom they can relate to, someone who is a real friend. As simple as this idea may sound, the fact remains that it is working.

In Texas we have a statewide drug prevention program for young people—Texas Youth in Action, the youth arm of Texans' War on Drugs. Texas Youth in Action empowers the youth of Texas to prevent drugs use by educating, training and supporting them. Organizations such as ours act as catalysts for training and supporting youth volunteers and are important to provide youth with opportunities for service.

However, I continually hear three main reasons why kids do not get involved. One, they do not know how to get involved; they do not know where the opportunities are. Two, they do not feel they are listened to—they are just kids—who cares what kids have to say? And three—this is the one that I hear more and more—they say, "I can't make a difference. What do I have to give? I can't change anything." They feel the world is so big, and they are such a small part of this world.

What I see must happen for young people to volunteer is three things, again. One, they must be empowered. Kids really have to have ownership of these programs. They have to feel that it is their movement. Two, this idea that society has created on young people that they have to be self-sufficient and strong is one that is going to have to change, to have people look outward at giving of themselves. And the third thing is volunteer opportunities must be made available to young people through schools and communities.

I am sure that every time you meet or talk with young people, you see many shining stars. We all know that a single star on a clear summer night can shine brightly on its own. But as more stars are added, the light becomes brighter and brighter, until the darkness is overwhelmed with the brilliance.

Every young person has this light inside, no matter how big or how small. I ask you to please help in letting young people's lights shine. The possibilities of what a young person can do are endless. As Whitney Houston sings, and we have all heard: "I believe the children are our future. Teach them well, and let them lead the way."

Through the opportunities of volunteering, we can help young people to lead the way for a stronger and better America.

Thank you.

The CHAIRMAN. Thank you very much.

Mr. Waite.

Mr. WAITE. Thank you, Senator Kennedy and members of the committee. I have written testimony for you, which I will submit for the record.

The CHAIRMAN. It will be included.

Mr. WAITE. In my official capacity, I have the opportunity frequently to come to the Hill, and usually it is related to literacy.

I have a different capacity this morning, and I really appreciate the opportunity to be able to talk relative to some of my experiences as a former VISTA, as a former University Year for Action volunteer, and its relationship to national service.

I must confess that not all of my experiences have been good experiences. Some of the panelists have explained some of the fine experiences they have had, and most of mine were excellent. But I went to school back in 1969 to 1973 at the University of Vermont, and that was a very vibrant time for education and for going to school. At that time, I was very active politically; I was a history major, was not sure what I wanted to do with my life. But I knew after a couple of years in school during that time that I wanted to do something more than what I had been involved in.

I signed up for the University Year for Action Program, which as a year-long similar VISTA experience, which also gave you college credit. I was assigned to a small town in northern Vermont, just north of Burlington, called Winooski, Vermont. It was a very small, very poor town that we began a small alternative school in, working with a variety of different individuals and students who did not have the second chance that they needed to have.

During that experience, I got academic credit; I had an opportunity to have a meaningful experience and really begin to focus on something that was going to be important to me for a long time in the future, specifically, literacy.

I have to say not all those experiences, as I mentioned, were necessarily good. The first experience that I had as a result of that volunteer time was working also with some of those students' brothers and sisters who had ended up in the Chitinhook Correctional Center, which was just south of Winooski. And in fact, one of my first experiences as a volunteer there, I had gone in and tutored for a number of sessions and had three students, inmates, who were fantastic. They were making such progress they were in fact tutoring other residents there in the facility.

And one day, I came in and the superintendent looked at me and said, "I need to speak to you for a minute, Mr. Waite." He brought me in, and I assumed he was going to give me an award for such a fine job I had done, and he sat me down and he said, "Well, Sonny, you know those three students that you were working so hard on, they are excellent. And last night, they were tutoring some other inmates in the library, and when they got all done, they had figured out the ventilation system, and all three of them escaped during that time period."

Well, in Vermont, it gets cold, and they came back. I took the time to think through a little bit that experience, and I think that it was a scary experience for me but a very seminal experience. That time had the greatest effect on my life of any other experience that I had had up to that time. It was an amazing experience.

I did stay involved in the concept of service and service learning. Professionally, obviously, the link between volunteers and volunteerism and literacy has been key. And Senator Kennedy, you have helped to initiate major legislation that has made a real difference in that area, and continues to make a difference.

In addition, personally, I have stayed in touch with many of the friends and many of the people I was involved with back when I was working there in Winooski. I still see the mother of 14 children, six of whom we had in our class—"Big Ruth", they called her. I still stay in touch with the service learning program that exists at the University of Vermont, one of the finest in the Nation.

And this week, before I came here, I called the director, who is still the same director as when I was there 14-odd years ago, and mulling over that conversation, I felt that there were five key concepts that I would like to pass on in the consideration of national service.

I think of them as five fingers—and I will relate that to another story at the end—but the first and probably the most important is that in the concept of national service, it is critical that national service maintain an identity of its own. One of the reasons I joined VISTA is because it had an identity; I knew what it was, and I was very, very proud to be involved with that program—I still am; I still tell people about that.

It is critical that there is a concept of national service that has a clear identity, that is widely publicized and people can identify.

The second area, it is important that we make national service a national commitment and not just a youth commitment. I think it is very, very important that we focus and pay attention to the youth of this Nation. In fact that can be an important cornerstone or watershed for any national legislation. But it is critical that national service needs to be a national voluntary commitment and one that takes advantage of individuals when they are best able to serve and perhaps when they are best qualified to serve.

Clearly for us in literacy, this is a lesson that we have learned remarkably well, and it has taken a broad sector of individuals. The cross-fertilization has been spectacular in terms of the voluntary efforts for literacy.

Third, we need to ensure adequate support, management and leadership in any national service initiative. By support, what do we mean? We need to provide enough money for training, technical assistance and start-up. If there is not enough money, please do not initiate this effort because it is going to take a reasonable amount of support and effort to really make it a worthwhile national effort—and we do not want a false start.

Management. We need to ensure that operating expenses at the State and local levels, and perhaps regional levels, to ensure that there is adequate support.

I asked the director at the University of Vermont, "What would you do if you were given 10,000 students? Could you handle it?" And he said that clearly he could not without that kind of ongoing support.

Thirdly, leadership. We clearly need national leadership to make this a viable opportunity. We need it to be visible, we need it to identify this effort. We need people to be proud of it. The key thing is the pride that you see here and the pride that you can develop in a Nation that feels committed to giving this kind of an effort nationwide.

Fourthly, we need to base the programs on existing programs and existing knowledge. The one thing that is a blessing about this effort is there is a wealth of information and knowledge about national service and about service learning around the Nation. We do not need to reinvent the wheel. It is going to be critical to take advantage of the opportunities and information that are available. There are excellent programs at the University of Vermont, Brown University, Rice University, and obviously, the University of Texas and others have got tremendous models that we can build on. So that the components in terms of developing those efforts are clearly in place, and we need to ensure that we build on the existing programs and existing efforts.

Finally, we need to ensure—and I heard many people mention this earlier—that there is collaboration and coordination with the State and local service deliverers. I am a very good example of that. Literacy, as you probably all know, has gotten a tremendous amount of attention. But you know, that was a real mixed blessing. We have gotten an enormous amount of publicity and exposure, but to tell the truth, it was not adequately coordinated with the service providers. If it weren't for the kind of support that you, Senator Kennedy and other members of Congress have given to look, we would be in deep trouble as service providers, because what happened was the resources did not follow the rhetoric, and it is important that they are coordinated and collaborated with the existing service deliverers.

That is basically the summation of the five key points that we think are important.

The story I was going to tell you—and I will submit this with my testimony—is an old Peanuts cartoon that I saved from my original VISTA training back outside of Burlington. It is a Charlie Brown cartoon, and it shows Charlie Brown watching TV, and Lucy comes up and asks Charlie Brown to change the channel, and Charlie Brown says, "Why should I change the channel, Lucy?"

And Lucy says, "Well, you see this hand? All by itself, it's nothing—but when I hold it together like this, it is a weapon that is terrible to hold and worse to experience."

Charlie looks back and says, "What channel do you want?"

And the final caption shows Charlie Brown looking down and saying, "Why can't you guys get organized like that?"

Well, I think that is really the key to national service and to the concepts. And I appreciate the opportunity to speak today, and I hope that we can get organized like that.

Thank you.

[The prepared testimony of Mr. Waite follows:]

Laubach Literacy Action

TESTIMONY OF DR. PETER A. WAITE
EXECUTIVE DIRECTOR
LAUBACH LITERACY ACTION

before

THE SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
CHAIR - SENATOR EDWARD KENNEDY

MARCH 9, 1989

U.S. Program of Laubach Literacy International

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# Testimony of Dr. Peter A. Waite
# to the Senate Committee on Labor and Human Resources
# March 9, 1989

I appreciate the opportunity to speak before the Senate Subcommittee on Labor and Human Resources concerning the subject of national service and the VISTA program. I have frequently had the opportunity to speak before Congress on a subject other than national service in my capacity as the executive director of Laubach Literacy Action. The subject I am most familiar with--Literacy--has had a close relationship to national service, and I appreciate the opportunity to address the issue of national service more directly.

My background has been as a national VISTA volunteer in Northern Vermont. I also served as a University Year For Action volunteer when I attended the University of Vermont. That program allowed for full-time volunteering as a part of my senior year and included full academic credit as well as a small stipend.

I attended school from 1969 to 1973 during a time when universities were highly active and students were extremely involved in a number of social issues. At that time, I was a history major and had very little conception of what I would like to do with my life. After three years of college, I was in need of a more intense experience to further explore my career interests and options. At that time, I signed up for the University Year For Action and was placed in an alternative school just north of Burlington, Vermont.

Those experiences, with underpriviledged children and young adults, did more to shape my long-term committment to education and ultimately to literacy than any other single event in my life. I worked full time for one year, obtaining academic credit and linking my experiences back to the classroom on a regular basis. At the same time, I helped to provide an important community service to the town of Winooski, Vermont, and to the students who would have been otherwise unserved. While not every experience was positive and while some of the students still failed to graduate, it was nonetheless an important success for many of the students and certainly for me.

I ultimately went on to pursue additional education in the field of teaching and administration and also served a full year as a VISTA volunteer following my graduation from college. While the specific experiences I had as a VISTA were seminal in my development, I also maintained a strong link to the concept of service-learning in general.

Both personally and professionally, I have stayed involved with the Center for Service-Learning at the University of Vermont. This center provided the administrative support that allowed me to be involved in the community during a critical time in my life. Professionally, I have been able to work to enhance service-learning opportunities, specifically in the literacy field, in an attempt to promote the concept of volunteerism and national service, most specifically through the ACTION agency and its fine support of volunteer programs.

Personally, I have maintained contact with the director of the Center for Service-Learning at the University of Vermont, Mr. Harold Woods, who has developed one of the finest service-learning centers in the nation. During this past week, I spoke with Mr. Woods in an effort to develop some further perspective on the potential for service-learning. In mulling over that conversation and my own experiences, I came up with five observations which I feel are important and critical to the development of an effective national service program. I consider these ideas like the five fingers of a hand, equally important and critical to the effective functioning of a coordinated program. I will discuss each of these in turn.

Let me make one important point before I address specific recommendations. I do believe that VISTA as a program needs to serve as a cornerstone for any national service program. Its track record is excellent and its intent mirrors the concept of national service. In addition, I would like to address the following points:

1. Any national service program needs to maintain an identity of its own. The effectiveness of the VISTA and UYA programs were that they were able to maintain an important national identity which encouraged individuals to be proud to serve as volunteers. A national service program should not address only one issue or concern, nor should it be directed specifically at one particular benefit such as student loans or stipends. The importance of a national service program is that it could provide an opportunity for individuals to serve communities in need, first and foremost. It is very important to encourage the concept of credit, stipends, and loan forgiveness, but it is equally important not to make them the only keys to an effective program. Quite honestly, I would not have served had the programs had a primary focus other than providing a meaningful community service which benefitted the volunteer and the community served.

2. National service should be a national committment, not just a youth committment. It is important that people be allowed to serve when they are best able or best qualified to serve as volunteers. For many individuals, this period of time will best be served when they are young, but for others

it may be during their middle or retirement years when they are most able to devote time and talent to a volunteer corps. We have learned a great deal in literacy as we recruit volunteers, and we have utilized young and old alike. It is clear from those experiences that we have the best results when we utilize individuals of all ages. It is clear that attracting the young is an excellent place to start; we must not stop there if we want to make a significant impact on national problems.

3. We must ensure adequate support, management, and leadership. Support for programs must include enough funding for training, technical assistance, and start-up of volunteer programs. If we do not provide sufficient funds, then the development of national service will be stillborn. Without adequate funding for these efforts, they cannot be effective at the community level.

Management requires the effective operation at the local level and sufficient expenses of administrative functions at both the local, state, and regional levels. During my conversation with the director of the Center for Service-Learning at the University of Vermont, he made one point very clear--he could not place an additional five-thousand volunteers without additional support funds for the management and operation of those programs. The best programs in the country will be crippled without adequate management support.

Finally, leadership. Without national leadership, including visibility, public awareness, recruitment, and a sense of pride in operations, a national service program will be ineffective. The specific location within the federal government is also of critical importance. Based on the considerable experience I have had with the Departments of Education, Labor, Health and Human Services, and the ACTION agency, I strongly recommend that the ACTION agency be considered the lead agency in the development and operation of a national service program. Their experience with community organizations, volunteers, and service-learning is significantly greater than any other federal department or agency. While other agencies may have a strong relationship to a national service effort (depending upon the additional benefits such as loan deferrment), the primary focus should be on volunteerism and national service. The ACTION agency is in the best position to administer a national service program and ensure that community organizations benefit.

4. It is critical that we build on existing programs and knowledge. While the concept of national service is an old one which has not yet been fully realized, there is a long body of knowledge regarding service-learning and the utilization of volunteers in a variety of settings.

Specifically, the VISTA program has a 25-year record and an excellent reputation. In addition to the expansion of this program, which at a minimum should include quadrupling the VISTAs present today, the experiences and knowledge gained from this program must be incorporated in any national service effort.

In addition, a long history of service-learning at the university level, including excellent programs at the University of Vermont, Brown University, Rice University, the University of Texas, and others, should be utilized as national models. The effective coordination with national organizations and resources already available would ensure that effective lessons already learned were transferred into a new national program.

5. Finally, we must ensure collaboration and coordination at all levels occurs with state and local service deliverers. While many additional service learning initiatives have been piloted in a variety of settings, the most successful programs coordinate with the local and state

volunteer efforts already in place. Service providers must be consulted early and collaborated with in their efforts to effectively utilize volunteers. The experiences we have had with literacy awareness indicate that resources must follow rhetoric and that without the effective collaboration and coordination, new programs will be ineffective and, at worst, counter-productive.

In conclusion I want to reiterate the opening statement that experiences of this type can and should be critical components in the development of any individual's life experiences, but most importantly, they can also provide an important source of resources for a variety of national problems. The five important concepts in the development of an effective national service program are very much like the five fingers of a hand. Individually they don't appear to be very significant, but held together in a tight fist, they can be powerful and very influential. I sincerely appreciate the opportunity to provide this testimony before the committee.

The **Chairman**. Mr. Rothstein.

Mr. **Rothstein**. Senator Kennedy and members of the committee, my name is Bob Rothstein, and I am 88 years old. I have been an R.S.V.P. volunteer since 1982, but that was not my first experience, since I volunteered for the U.S. Army during World War II, even though I was then 41 years of age, and served for three years. Also for the past several years, my wife and I have been volunteer nurses' aides at Suburban Hospital every Christmas Day to relieve the shortage of nurses.

For five years, I worked with 18-year-old students at Bethesda-Chevy Chase High School, teaching English and math two nights each week; then I quit, because it was discouraging to feel that I was not accomplishing much. Many of these students were not qualified to graduate because they were too poor in these subjects. Also, I was tired of fighting the heavy night traffic on East-West Highway.

Shortly after, the area coordinator said she could reassign me to a daytime school closer to home, and for more than a year, I have been tutoring first-graders in English on a one-on-one basis. At first, it was just one class, and then I was asked to take on a second class. These children are a mixed group, but they are all eager to learn, and I get great satisfaction seeing the progress that they make between the beginning of the term and the end. I try to make them feel important and see how vivid their imaginations can be.

I would like to tell you something. Just yesterday, I asked them what they would do if they were magicians. One little girl say, "If I were a magician, I would make my brother disappear and get a dog." [Laughter.]

Another boy said he would make himself disappear so he could go downstairs and watch TV while his mother thought he was still in bed, fast asleep.

I never missed a class except for when I took my vacation for three weeks in Hawaii, to visit my son, who originally inspired me to go back to high school.

I love those kids who call me "Mr. Bob", and I think the feeling is mutual, judging from the notes they send me periodically.

Thank you.

The **Chairman**. Thank you very much.

I think this has been enormously interesting, valuable and worthwhile testimony. I have just a few questions.

Tell me, Katy, how young or how old do you think you have to be in order to get involved? You are 12 years old, and you enjoy the work. You have been able to get your friends involved in the program. A lot of the programs we have talked about here are programs that would be more targeted at those who graduate from high school, before going into college, some after college. But you have told us about a different path, that younger students can be involved in service. I would be interested in whether you think young people, your own classmates, as young as the early grades of high school, can make a difference in community service.

Ms. **Evans**. In our school, we have fourth, fifth and sixth grades, and that is where Helping Hands is. There are some fourth-graders who are also in Helping Hands. Then in the high school, there is

Volun-Teen, which does the same thing as Helping Hands, only at a different school. I don't think it matters how old you are. I think it might be hard to get like first-graders to get involved with helping, but fourth-graders do the same things as the twelfth-graders.

The **Chairman**. Good. We even have kindergartners who fold napkins up in Springfield for the senior feeding program there. So I think you are right that very young grades and ages can be involved.

What has volunteering meant to you—maybe I will ask that to each member of the panel—Ms. Powers?

Ms. **Powers**. Well, to me, I think it has really changed my life, because I have gotten a chance to look at all different kinds of people and look at the kinds of things that I will be doing when I get older. So it has really made a big difference in terms of what I want to do with my life.

I had originally thought maybe I would be a lawyer—but now I want to change the world. [Laughter.]

The **Chairman**. Could you just comment briefly, Ms. Powers, on the question of age? As I said previously, most of the programs we have been talking about here—not all of them—look for the older students, the graduate students. Do you think there can be an important component in the high school area as well?

Ms. **Powers**. Definitely. We are very capable. We want to do it. The thing is, it is important that you start with students who are, say, my age, because that is the time when our values are being formed. And if you wait until they get to be graduate students, they are already all set on the yuppie trek before they have gotten a chance to look at the different things they could be doing.

So it is important that you start young.

The **Chairman**. Thank you.

Mr. Byrd.

Mr. **Byrd**. It has been a real education for me. I tutor high school kids at my old high school, and I am also in teacher training, so it mixes reality with what I plan to do when I graduate.

I think for some of the kids from Rice who are not from the area that I am from or the neighborhood or the school, I think it is even more important for them to get involved.

A lot of people have blinders on, and their world is real small. I think community service is one of the best ways to open people's eyes to just how diverse and how rich the world really is.

The **Chairman**. Mr. Heard.

Mr. **Heard**. I agree with everything that has been said, definitely. I think that feeling that you get, that you can almost change the world, it really inspires young people; your thoughts are endless and boundless on what you can change and make a difference in. And I think that what we have to do is get young people to really just taste that, because if kids could just taste that feeling that you get when you volunteer, they are going to want more and more and more. But a lot of kids just do not know how to go about it.

I was in a high school yesterday, talking to kids about this and just asking this specific question, and a lot of them said, "I want to volunteer, but I don't know how. Where do I go? What do I do?" So we have to make these opportunities available to them.

Another point about the age that you mentioned, Senator Kennedy. I think that if we are really serious about instilling this spirit of volunteerism in young people that it has to be something that has to start in the elementary school ages, because it is a concept and an attitude that has to develop, and if we start early and instill this idea of giving of yourself and volunteering at that age, it will continue as young people get older.

The CHAIRMAN. Mr. Waite, you mentioned that the University of Vermont gives academic credit.

Mr. WAITE. Yes, it does.

The CHAIRMAN. I think that is enormously worthwhile. There are other schools and colleges that do it—not as many as I think ought to do it—but given the range of challenges that this country is facing in so many communities, I think the idea of not being able to tie an academic concept into some form of service is a challenge to academia. So I would hope that the universities would take this seriously. The University of Pennsylvania gives credit for service. We have several in our own community in Boston that are involved in this program—I mentioned Brown, and others. I think it is really important that they become involved.

Do you have any impressions about that aspect, that it did have academic value to you in terms of your own development at college?

Mr. WAITE. Well, I certainly think so. I was a history major, and I was lucky. I went to school during a time when everyone wanted to change the world—and we did, in some ways.

But I think that the academic relationship was an important one for two reasons. One, it tied in the faculty and the community together in some ways to solve some community problems.

The second thing is it made a link to also, though, an existing national program. In fact, there still is on the books in the ACTION legislation a University Year for Action, which allows full-time, full-year commitment, a VISTA-like experience. And it was that identity, identification, that was very important.

I would probably quadruple VISTA and really initiate a new University Year for Action, nationwide, if I could do something to really kick off that academic relationship.

The CHAIRMAN. Mr. Rothstein, I think we have had some important testimony that it is not only the very young, but there are certainly others, seniors, who can be very much involved. What do you find from your own experience has been the value of your involvement in working with very young people? What has it meant to you?

Mr. ROTHSTEIN. Well, the greatest advantage is it makes me feel so much younger. I have gotten a great kick out of the youngsters that I teach; I think I am getting more out of it than they are. I hope that I am doing a good job—I think I am, because the kids show their appreciation by sending me notes periodically and giving me little gifts at Christmas. So I think that is the way I feel about the teaching.

The CHAIRMAN. Senator Pell.

Senator PELL. Just one question for the panel. Do you feel that the stimulation for engaging in national service is coming from with you, from the schools, or is it something that is being directed at you from the outside? Do any of you have a reaction on that? Ms. Powers.

Ms. POWERS. I would say for the most part it is not being directed at us from the outside. I think any time you look at TV, and you see $22,000 cars, and that is what you are supposed to strive for, and the idea of the Cosby Show's success, that it is definitely not coming from the outside. It is coming from concerned individuals. And many students get involved in different ways. I think it just takes one good role model to tell you, "Here, why don't you do this" or "You can do this"—it only takes that one person to turn you around.

Mr. HEARD. I just want to agree once again with what Ms. Powers said, because it is not coming from the outside. It is definitely a feeling that comes from the inside, I think, in all kids that volunteer. We need to start doing more to encourage kids to volunteer.

In this high school yesterday, these kids were saying, "Well, you know, it is just not the cool thing to do to volunteer yet." So we have got to make it the "cool" thing to do; it has just got to be the "in" thing. It is just a change in that attitude is what kids are saying. And we need to have a big push from the outside and make it an important contribution that young people are making to the world around them.

Senator PELL. Thank you very much.

The CHAIRMAN. Senator Mikulski.

Senator MIKULSKI. Thank you very much, Mr. Chairman.

To the panel, I just want to thank you for your very interesting and rich testimony. Both your own experiences and the concepts that you gave us are just very exciting and meritorious.

I am particularly proud, too, to see two Marylanders on the panel.

Twenty years ago as a young social worker who wanted to change the world, I testified before this very committee. I was considered an "up and comer" in social work, Ms. Powers, and testified on how to help the elderly get the medical and social benefits they were entitled to. I wanted to change the world, and that testimony was very good practice—and I have got a few other tips to give you as we move along. [Laughter.]

Just a few questions; one to Ms. Evans and Ms. Powers, picking up on Senator Pell's question.

How were you actually recruited to volunteer? Who actually reached out to you, and how did you know what to do and how to get into it?

Ms. EVANS. When it first came out, Mrs. Abrams——

Senator MIKULSKI. Who is Mrs. Abrams? Was she a teacher, Ms. Evans?

Ms. EVANS. No. She worked at Voluntary Action Center, and I guess she heard about it, and she wanted to do that for our school, because she also had children in that school. So she sent out fliers saying that there would be "Helping Hands", and what they would do. It sounded like a lot of fun to me, so I started.

Senator MIKULSKI. So then you went to a little meeting that she had listed on a flier, right?

Ms. EVANS. Yes.

Senator MIKULSKI. Thank you.

Ms. Powers.

Ms. POWERS. Actually, I heard an announcement in school. They said "Cross-Age Science Tutors"—I guess that was the first official program. But in my home, I was brought up—when we were little, we used to give money to UNICEF and all that, so I grew up with that same kind of ideal. And then when I heard an announcement I thought, "Hey, I can do it, too."

Senator MIKULSKI. So you just heard an announcement on the intercom. Did any of the teachers say, "Gee, this is a great thing to do"? What was the reaction with the other kids in the student body?

Ms. POWERS. Well, actually, when they make announcements in school, nobody every hears announcements. It was just luck—because usually, we are all talking too loud and writing notes and all that, so we really don't hear announcements. But I happened to hear it. Most of my friends weren't interested.

Senator MIKULSKI. They were not?

Ms. POWERS. They were not interested, because it was not very well explained—he was talking about "Identity". They did not say, "Here is this great program. Come to the meeting." They just said, "Cross-Age science tutors, please go to room 313 after school." So some people came, and most people didn't.

Senator MIKULSKI. So, recruitment and how it is done is very important; am I right?

Ms. POWERS. Definitely.

Senator MIKULSKI. A question to Mr. Rothstein, Mr. Chairman. First, if I were a magician, I would like to have one million "Mr. Bobs".

Mr. ROTHSTEIN. Thank you.

Senator MIKULSKI. But as you can see, as we look at our various programs, you heard Senator Graham testify about getting business people or retired people into the schools. I have this idea for a voluntary commitment.

My question to you is, there are many seniors who would like to volunteer; some will have the way. My program is not limited to an age group. It would appeal, hopefully, to the young. And yet it is organized primarily to help kids reduce their student debt—which I am sure is considerable—or provide a nest egg for first-time home ownership—but there would be nothing in my program for seniors.

Would you have any thoughts on that, or do you think that seniors don't need an incentive to volunteer?

Mr. ROTHSTEIN. Oh, I think there are many seniors who would love to volunteer if they were approached, as I was. When I graduated from high school at the age of 81, I was approached by Ms. Benaroy, who is the area coordinator of R.S.V.P., and she asked me whether I would like to volunteer as a tutor.

Senator MIKULSKI. So you were recruited through R.S.V.P.; Ms. Evans was recruited through Voluntary Action—which I believe gets VISTA money—am I right on that, Mr. Chairman?

The CHAIRMAN. I believe so.

Senator MIKULSKI. So some of the programs we now have are our biggest recruiters, and then you think the seniors would get out.

My last question for you. What kind of work did you do when you were working in the marketplace?

Mr. ROTHSTEIN. I was a dental technician.

Senator MIKULSKI. We have, for example, in Maryland so many retired Federal employees, many with backgrounds in science and math; some are exciting; they have been in the military, they were foreign service workers, they have travelled all over the world. Would you see them in our schools, teaching geography and teaching math and teaching science, and teaching not only the kids who might have some problems learning, but the gifted and talented as well? Do you think that is a significant potential, say, for retired Federal employees and military employees?

Mr. ROTHSTEIN. I think it is, definitely.

Senator MIKULSKI. Thank you. What you are saying is somebody has got to call them up or reach out to them, and then tell them where to report for duty, and that we would be surprised that that might be the magic wand to get them there; is that right?

Mr. ROTHSTEIN. Yes, that is right.

Senator MIKULSKI. Thank you.

Mr. Chairman, I have lots of questions, but I will wrap it up, because they want to get on to changing the world, and we ought to follow their leadership.

The CHAIRMAN. Thank you, Senator Mikulski.

Mr. Waite, I want to indicate to you that I am very hopeful that we will be able to expand both VISTA and the Peace Corps. We have seen VISTA now cut in half in the last eight years. I think you certainly make a very good case in that respect, and I just want to assure you and those involved in those programs that we are certainly going to give it all the support that we can.

Katy, just a final question. You said you recruited your friends for the program. Are they having a good time with it, too?

Ms. EVANS. Yes, they like it. It is really lots of fun doing it, and although projects that we do are really fun, they are not hard to do, but it helps out even if it is not difficult.

The CHAIRMAN. Thank you.

Well, thank you very, very much. You have really been very helpful to the committee. We have a good diversity of experience here, all with the common thread of community service, and it has been tremendously helpful to all of us.

Let me just ask Mr. Waite, on the question of the loan forgiveness, people have said this would be an incentive to get people to go into it; others say that people would go into VISTA in any event. But they would get some postponement or some deferral over a period of time.

Do you have any opinion about that?

Mr. WAITE. Yes, I do, and I should have brought that up earlier. I would be very careful about that, and what I mean by this is I think it is an admirable purpose, and some stipulation probably would be very helpful. The danger is that it would be viewed not as a national service program, but as a loan forgiveness program. What would happen is you would have people who might not volunteer or not participate, because they felt they were being identified with a loan forgiveness program rather than a national service program. So I think it is a following rather than a leading function, and that is what I would really encourage you to consider.

The **Chairman**. I am glad we asked you. We will have to study this further, but those comments are helpful.

Thank you very much. We will dismiss this panel.

Our last speakers need no introduction—John Buchanan, chairman of People for the American Way for the last eight years; for 16 years, a distinguished Member of the House of Representatives from the State of Alabama, member of the Education and Labor Committee, and ranking minority member on the committee when he left Congress.

Ernie Boyer is also well-known to those of us on the Senate Labor Committee. In the last decade, he has been President of the Carnegie Foundation for the Advancement of Teaching. His two books, "High School" and "College," have made a major impact in the Nation's recent debates on education policy. Before joining the Carnegie Foundation, he was U.S. Commissioner of Education, also President of the State University of New York in the Sixties and Seventies. I know he has rearranged his schedule to join us today, and we are delighted to have you both.

Mr. Buchanan, we look forward to your testimony, and we appreciate very much your willingness to join us here this morning.

## STATEMENT OF HON. JOHN H. BUCHANAN, JR., CHAIRMAN, PEOPLE FOR THE AMERICAN WAY, WASHINGTON, DC, AND DR. ERNEST L. BOYER, PRESIDENT, CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING, PRINCETON, NJ

Mr. **Buchanan**. Thank you, Mr. Chairman, members of the committee.

I want to commend you for moving so expeditiously on hearings to consider proposals advancing community and national service by America's citizens.

As a member of the House for 16 years, and 14 years on the Foreign Affairs Committee with the distinguished chairman of the Foreign Relations Committee, Senator Pell, and virtually all Members of the Congress, I was a strong proponent of the Peace Corps. President John F. Kennedy put his words, "Ask not what my country can do for me, but what I can do for my country," into action in that wonderful experiment that has been one of the great living demonstrations of what service can do in the lives of people and for the lives of not only other countries, but this country.

I also for years served as a member of the Committee on Education and Labor and was a strong proponent of VISTA, another service program that similarly demonstrated the value of what you, Mr. Chairman, and others have here proposed.

The bills the committee is considering demonstrate that there is a growing understanding in this country that we must better instill in our young people the spirit of involvement and community participation that has been a traditional mainstay of our democracy.

We applaud the many proposals that have been introduced, but I will address my remarks to the Kennedy bill, which would stimulate community service opportunities for young people from elementary school through college.

The underlying principles of the Kennedy bill rightly assume that American young people will embrace community service if the opportunities are presented to them.

In research conducted by People for the American Way last year, we found that many young people in our study had only the barest notion of what citizenship involves. In the view of many of them, good citizenship was confined to not breaking the law. Few reflected an understanding of community and the many ways in which individuals can serve and enrich community life.

I wonder how many of these young people had had the chance to actually roll up their sleeves and get involved. If they had, I firmly believe they would have a much clearer view of their role in a democratic society. Moreover, their estimation of their own worth would have been different.

In 1986, researchers from ACTION polled participants in the Young Volunteers Program, a national program enrolling about 40,000 young people ages 14 to 22 from low-income families. A high percentage expected to continue to do volunteer work as adults—some 73 percent—even more, 91 percent, said they would encourage others to do volunteer work.

Another study found that after only 30 hours of service work, participating students, "displayed significantly more positive attitudes toward others; a greater sense of efficacy and self-esteem and larger gains in career planning than those who did not."

The Kennedy bill builds on service programs and projects that are already operating around the country. Many of the finest examples of these projects were gathered here this morning in the panel that has just preceded us. A wise person has said, "All the darkness in the world cannot put out the light of one small candle." I would submit that as long as we have the light of people like the panel you have just heard, our society, notwithstanding all the darkness and problems, will be enlightened by the light of hope for the future.

Another group like them met here two weeks ago, when Chairman Kennedy announced his plan to introduce this legislation. Youngsters representing service projects spanning elementary, middle and high school, private and public, Conservation Corps programs for out-of-school youth, and inner city and rural community programs for college students spoke movingly about their experiences serving their communities.

In talking to many of these young people after the press conference, I found they had learned and gained as much from their experiences as they thought they had given. I feel certain that like the volunteers of Peace Corps and VISTA, they will remain committed to continuing community service throughout their lives.

People of the American Way's work in education has renewed our belief that schools are perhaps the most important institution besides the family, and perhaps the church, in the teaching of values. We have found that schools can do a better job of translating the democratic principle of civic participation if they offer to their students organized, supervised programs of service that are integrated into the curriculum. The Kennedy bill does just that.

We are particularly pleased to see that the "Serve-America" bill puts the school in the center of its plan and that service is acknowledged as a learning experience as well as an opportunity for students to be useful.

Another strength of the bill is that students serve needs that are identified by the community, allowing for a wide variety of approaches.

In conclusion, we find many of the proposals commendable, like that of my former colleague in the House and my present junior Senator, Senator Mikulski. When the people of the 6th Congressional District of Alabama elevated me to the rank of private citizen, a few years later I became a citizen of your State, so you have another Marylander testifying today.

We believe that the Kennedy bill, however, fills a very basic need—the need to help Americans experience and benefit from service to others at an early age. If the "communitarian" spirit that is essential to a democracy is to be revitalized, it must be translated into programs that will provide today's young Americans the opportunity to learn the work of helping others.

At its core, community service is what good citizenship is all about.

In closing, Mr. Chairman, I was reminded the other day of a great line from the Book of Joshua: "As for me and my house, we will the Lord." I believe Americans of every persuasion could say, with Joshua, "As for me and my house, we will serve." And that, perhaps, is a rallying cry for your proposal.

[The prepared statement of Mr. Buchanan follows:]

People For The American Way
ACTION FUND

Testimony of

The Honorable John H. Buchanan, Jr.

before the

Committee on Labor and Human Resources

on legislation to promote community service for young Americans

March 9, 1989

2000 M Street, NW, Suite 400, Washington, D.C. 20036 (202) 467-4999

Senator Kennedy and members of the Committee on Labor and Human Resources Committee, I am John Buchanan, Chairman of People For the American Way. I want to commend you for moving so expeditiously on hearings to consider proposals advancing community and national service by America's citizens. The bills the committee is considering demonstrate that there is a growing understanding in this country that we must better instill in our young people the spirit of involvement and community participation that has been a traditional mainstay of our democracy. Their energy and productive capabilities can be better harnessed to improve the lives of their neighbors and neighborhoods.

Particularly, I want to commend Senator Kennedy for introducing legislation to stimulate community service opportunities for young people from elementary school through college. The bill also includes a provision for out-of-school young people and encourages their participation in service programs.

The approach to service in Senator Kennedy's "Serve America" bill reflects what People For the American Way has found to be most needed to teach our children what it means to be responsible and contributing members of society. The underlying principle of Senator Kennedy's bill rightly assumes that American young people will embrace community service if the opportunities are presented to them. In research conducted by People For the American Way last year, we found that many young people in our study had only the barest notion of what citizenship involves. In the view of many of them, good citizenship was confined to not breaking the law. Few of them reflected an understanding of community and the many ways in which individuals can serve and enrich community life. I wonder how many of these young people had had the chance to actually roll up their sleeves and get involved. If they had, I firmly believe they would have a much clearer view of their role in a democratic society. Moreover, their estimation of their own worth might have been different.

Studies of both school and community service programs have found that the participants regarded their experiences as both personally rewarding and helpful to their careers. Also, the young people continued to be involved in community service afterwards. In 1986, researchers from ACTION polled participants in the Young Volunteers Program, a national program enrolling about 40,000 young people, ages 14-22 from low-income families. A high percentage expected to continue to do volunteer work as adults (73%), but even more (91%) said they would encourage others to do volunteer work.

Another study conducted by researcher K. P. Luchs found that after only 30 hours of service work, participating students "displayed significantly more positive attitudes toward others, a greater sense of efficacy and self-esteem and larger gains in career planning than those who did not."

The community reaps significant benefits from volunteer services as well. Volunteers in programs around the country have taken on initiatives of vital importance to their communities. Such projects include tending to the needs of the homeless, providing "Meals on Wheels" to home-bound senior citizens, tutoring their fellow students or adults unable to read, helping with Special Olympics programs for the developmentally disabled, phone-a-friend programs targeting "latchkey" youth, collecting donations of food and clothing for the needy, assisting medical staff in hospitals, providing volunteer labor for community construction, cleaning, and environmental protection and much more.

Senator Kennedy's bill builds on service programs and projects that already are operating around the country. Many of the finest examples of these projects were gathered in this hearing room two weeks ago when Sen. Kennedy announced his plan to introduce this legislation. Youngsters representing service projects spanning elementary, middle and high school, private and public, conservation corps programs for out-of-school youth, and inner city and rural community programs for college students spoke movingly about their experiences serving their communities. In talking to many of the young people after the press conference, I found that they had learned--and gained--as much from their experience serving in nursing homes, neighborhood clean-up projects, libraries, and in school tutoring projects as they felt they had given. I feel certain that they will remain committed to continuing community service throughout their lives.

People For the American Way's work in education has renewed our belief that schools are perhaps the most important institution besides the family in the teaching of values. Young people should be imbued with the value of community service at an early age, so it becomes part of their value system. The passing on of democratic values and civic virtue should be the most important lessons imparted to students in their classrooms. We have found that schools can do a better job of translating the democratic principle of civic participation if they offer to their students organized, supervised programs of service that are integrated into the curriculum. Senator Kennedy's bill does just that.

We are particularly pleased to see that the Serve America bill puts the school in the center of its plan and that service is acknowledged as a learning experience as well as an opportunity for students to be useful. Another strength of the bill is that the students serve needs that are identified by the community, allowing for a wide variety of approaches. We are also pleased to see that Senator Kennedy has put a priority on the involvement of all ages, economic and ethnic groups of students in the projects, since studies have shown that the most successful service projects for youth involve a mix of students.

An additional beneficial feature of the bill is the participation of out-of-school youths and the expansion of full-time and summer youth corps programs.

Finally, another very significant povision in the bill mandates that the federal government will lead by example in finding service opportunities for America's young people within its many departments. This is a program worthy of a government-wide commitment.

Senator Kennedy's legislation fills a very basic need: the need to help young Americans experience and benefit from service to others. If the communitarian spirit that is essential to a democracy is to be revitalized, it must be translated into programs that will provide today's young Americans the opportunity to learn the worth of helping others. At its core, community service is what good citizenship is all about.

In closing, Mr. Chairman, I was reminded the other day of a great line from the Book of Joshua that could be the rallying cry for your proposal: "As for me and my house, we will serve...."

The CHAIRMAN. Thank you very much, Mr. Buchanan. We will come back to questions. I appreciate your comments on our bill that I am supporting.

I think it would be useful for both you and Dr. Boyer to perhaps submit for a record a review of the other proposals as well that are before the committee, and we will make those available to you so you can indicate the various aspects which you think you want to give encouragement to.

Dr. Boyer.

Dr. BOYER. Thank you, Senator.

I am pleased to be invited to appear before this committee again, and most especially to talk about youth service.

I am absolute convinced this is an idea whose time has come, and I truly commend you and other members of the committee for the rich array of legislative options that have been introduced, all of which I think have commendable dimensions.

I should like to focus primarily, however, on the connectedness between service and the education of our children. At the Carnegie Foundation, we have been involved in promoting youth service for many years. In our two major reports, one called "High School" and one called "College", we concluded that service is in fact an essential part of the educational experience, and we believe that it offers opportunities for learning that cannot be obtained in any other way.

We said that because during our study of high school, I became convinced that we have not just a school problem but a youth problem in this Nation. Many young people feel isolated and unneeded and unconnected to the larger world. The hard truth is that students can complete their formal education, having failed to see any connection between what they learn and how they live.

The nature of this pathology, I think, was illustrated by one high school student in Ohio who told our researchers: "Last year, I got a job working at McDonald's. It didn't pay too well, but at least I felt needed for a while." I have nothing against Big Macs, but I must say I think there is something unhealthy about a culture in which young people define feeling needed by preparing french fries.

I am really convinced that young people should be given opportunities to reach beyond themselves as an educationally-driven motivation, and they should feel that they can participate in a community of which they are a part.

It is for that reason, Mr. Chairman, that in our book, "High School", we did a crazy thing; we proposed a new Carnegie unit. Now, 60 years ago, our Foundation developed that term, "Carnegie unit", by the number of hours you sat in class. For 135 hours, you got a Carnegie unit. I thought as an innovation we might define "Carnegie unit" as getting out of your seat and going out to serve and finding a way to relate what you have learned to the realities around you.

And parenthetically, may I make a comment about what I feel is a growing distance between the older and the young. We are organizing ourselves and our society horizontally so that little children are isolated from older people, and older people are off in retirement villages, living separated from each other.

Margaret Mead said on one occasion that a healthy culture is defined by having three generations vitally interacting with each other. I think there is something unhealthy about warehousing young people in institutions we call colleges or schools, talking only to themselves, never having a relationship either to younger or older people. I think grandparents and grandchildren belong together. Someone said the reason grandparents and grandchildren get along so well together is that they have a common enemy. That may not be fair, but there is a larger point.

I am interested in the issue of service, connecting it to learning, but also connecting it to other ages and other cultures, too, so that school does not become an isolated island; it becomes a staging ground for action.

So we proposed the Carnegie unit, suggesting that it should be built into the formal experience of education.

Incidentally, in that regard I think if you make it a part of education, it deserves credit, but that means the student should also be asked to reflect on what they have done and what they have learned, because while we have heard a lot of excitement this morning—and I wish you had called the curtain at the end of the last panel, because there is no way to upstage that. Those statements from those young people were absolutely moving. On the other hand, there can be some disappointments in service, too, some pain, some disillusionment. So there is learning involved, and I am only saying if it becomes a part of education, if it deserves academic credit, then there should be seminars and arrangements at the schools so students can reflect on what they have learned, perhaps write about it, and make it a part of a disciplined inquiry to see how the formal learning relates to the realities of life.

Well, let me close, then, by saying there is a lot of good news; a huge surge of interest—I think it has almost become a national crusade. I think we are starting to see a stirring that followed, as has been said so many times, John Kennedy's enormously inspiring challenge to this Nation. And I think we are seeing a domestic equivalent to the Peace Corps inspiration of 25 or 30 years ago.

In a recent Carnegie survey, Mr. Chairman, 52 percent of the students reported that there are service programs at their high schools—not many of them for credit, but there they are. And there are several school districts that are now asking all students to complete service before they graduate from high school—Atlanta, Georgia, for example.

Nearly 70 percent of the college students in Sandy Astin's annual study of colleges reported that they are performing some form of voluntary work.

One hundred fifty colleges are now part of something called Campus Compact, in which they are trying to organize volunteer programs.

And even as we meet here today, at Fordham University there is a program called Campus Outreach Opportunity League—the acronym is COOL—they tell me about 1,000 students are assembled at that national conference at Fordham which is focusing on voluntary service.

I close, then, by saying I think the current folklore that has teenagers in this country as selfish and lazy and undisciplined absolutely misses the point. I believe this generation is ready to be inspired by a larger vision. I support enthusiastically the proposals for service and most especially, Mr. Chairman, am I interested in the proposals that would like service to life outside the classroom.

I am more than pleased to respond to any questions you may have. Thank you very much.

[The prepared statement of Dr. Boyer follows:]

# THE IMPORTANCE OF STUDENT SERVICE

Testimony of
Ernest L. Boyer
President

The Carnegie Foundation for
the Advancement of Teaching

Committee on Labor and Human Resources
U.S. Senate

March 9, 1989

Thank you, Mr. Chairman. I'm pleased to be here this morning to talk about youth service. This is an idea whose time has come, and I want to commend you and other members of the committee for bringing community service to the forefront of our national agenda.

At the Carnegie Foundation, we've promoted youth service for many years. In our two major reports High School and College, we conclude that service is an essential part of the educational experience. It offers opportunities for learning that cannot be obtained in any other way.

The hard truth is that we have not just a school problem, but a youth problem in this nation. Many young people feel isolated, unneeded, and unconnected to the larger world. In America today, it is possible for young people to finish high school, and even college, and never be asked to participate responsibly in life, never be encouraged to spend time with older people or help a child learn to read. Students complete their formal education having failed to see a connection between what they learn and how they live.

During our study of high school, one student told our researchers, "Last summer I got a job working at McDonald's. It didn't pay too well," she said, "but at least I felt needed for awhile." There's something unhealthy about a youth culture where feeling needed is pushing Big Macs at McDonald's.

Former United States Commissioner of Education Harold Howe spoke powerfully about the problem when he called American youth an "island" in our society:

> "The message received from the adult world is, 'We have no use in our economic system for you young people between the ages of 12 and 18, and precious little use in our community affairs. So we suggest you sit quietly, behave yourselves, and study hard in the schools we provide as a holding pen until we are ready to accept you into the adult world.'"

Young people should be given opportunities to reach beyond themselves and feel more responsibly engaged. They should participate in the communities of which they are a part. With this in mind, the Carnegie Foundation in 1983 recommended that every high school student complete a service requirement - a new "Carnegie unit" - involving volunteer work in the community or at school.

And in our report on college, we urged that undergraduates also participate in service, tutoring other students, or moving beyond the campus to libraries, parks, hospitals, museums, local government, nursing homes, day care centers, and the like.

The good news is that a growing number of young people are, in fact, beginning to reach out to others:

- In a recent Carnegie survey 52 percent of the students reported that their high schools offered community service opportunities.
- School districts from Vermont to California are including service in the curriculum, and districts such as Atlanta, Georgia now include service in their requirements for graduation.
- Nearly 70 percent of college students responding to Alexander Astin's annual survey of The American Freshman reported performing volunteer work during the past year.
- One hundred and fifty colleges and universities are members of a student service organization called the Campus Compact. Instead of heading for vacation during spring break, students in this program work with inner-city immigrants, on Sioux Indian reservations, and with Appalachian farmers.
- And today, Fordham University in the Bronx, known for its commitment to student service, is hosting the fifth annual conference of the Campus Outreach Opportunity League, a national organization for community service.

The current folklore has it that teenages are selfish, lazy, and undisciplined. But that image does not square with the growing push for service. Nor does it mesh with the conclusion George Gallup drew from a national survey conducted by his organization. Here's how Gallup put it:

> "The youth population has been mis-named the self-centered generation. There's a strong desire to serve others. The problem we face in America today is not a lack of willingness to serve or to help others but to find the appropriate outlet for this."

Mr. Chairman, I'm convinced the young people of this nation are ready to be inspired by a larger vision, and I'm especially supportive of your proposal, Mr. Chairman, which would help students make a connection between what they learn and how they live.

Community service offers a powerful way to fulfill education's most essential mission: to enable students to live lives of dignity and purpose; not only to give knowledge to the student, but to channel knowledge to humane ends.

Mr. Chairman, I'm enormously encouraged by the growing consensus to enact a federal service program. Community service will do much to help build, within the young people of this nation a sense of common purpose. National leadership is now needed to help schools and colleges link this larger vision to academic goals.

Thank you. I'll be pleased to respond to any questions you may have.

The CHAIRMAN. Thank you very much, Dr. Boyer.

I gather from what you said about the academic institutions that the kind of discipline regime related to community service that could include an academic component and credit is a challenge to the academic institution, but it could be arranged with careful supervision that they would be able to have community service and have it as a form of some kind of academic credit.

Dr. BOYER. Oh, absolutely. It is being done right now at both the school and the college level. It has both the dimension of letting young people discover how they can establish their own sense of worth; it has also the advantage of showing how the theory of the classroom can relate to the realities of the community outside so it can take on both a social utility and an educationally valid experience. That is why I think we need to see if, sure, volunteer programs have their own value, but I think they can also carry with them some educational experiences that are absolutely worthy of credit.

The CHAIRMAN. Let me ask your opinion as to the issues of stipends and loan forgiveness. How should we view those in terms of community service? Do you have some thoughts on that?

Dr. BOYER. I am uncomfortable about mixing two important and absolutely valid policies. One is how to increase access to higher education, which I think this Nation has committed itself to, and the Pell Grants have affirmed in historic fashion.

I am enormously uncomfortable about having the equally valid program of service interlocked with that. I think service has its own merit, and I would certainly be uncomfortable about seeing the current student aid program set aside and replaced with one in which access to higher education was made contingent upon completing a service program.

So I would be disinclined to see the service idea too much intermingled with the achievement of some other outcome, especially if it had to replace an existing policy, of the quality of opportunity and access to higher education.

The CHAIRMAN. What about the loan forgiveness provisions for service?

Dr. BOYER. Here again, it is mixed. I think that certainly could be supported. I do not think that it is necessarily invalid. It tends to shift the purpose away from the one that I think is primary and essential. I would not say it is absolutely wrong; I think it could have some value. But I frankly much prefer to see service stand on its own, to have it rewarded on its own terms, and I am most intrigued, as my testimony suggested, by the idea of linking it more directly to the education experience and seeing legislation that would encourage colleges and schools to make that a policy that I think could spread it to perhaps most, if not all, of the students. That is where I think the primary thrust should go.

I do not suggest that the other would be absolutely destructive to the aims we are talking about, but I think it tends to combine several different purposes that might blur what I think would be the power of service and how it could be seen as a social as well as an educational benefit.

The **Chairman**. Congressman Buchanan, let me ask your thoughts about the role of obligatory service and voluntary service. Could you speak to that issue?

Mr. **Buchanan**. Certainly, Mr. Chairman. I think there is much greater value in voluntary service. As a Member of the Congress, I sometimes entertained the thought of the virtue of some kind of national service for all Americans, say, at the completion of high school or at some point, much like the Israelis. I think that is not an outlandish idea. I volunteered for the Navy at 17 and found that a very valuable part of my education. I think that, however, to stimulate and provide incentives and opportunities for volunteer activity seems to me more in line with our heritage, and I believe, will produce greater internal commitment—not outward compunction, but inward compulsion—to serve.

The **Chairman**. Senator Pell.

Senator **Pell**. Thank you very much, Mr. Chairman.

I do not mean to put words into your mouth, Mr. Boyer, but as I understand your thoughts, it is that the positive idea would be to relate national service to academic credit, but you are inclined negatively to relating national service to the financial aspects of securing a college education because of its regressiveness and its improper emphasis. Would that be a correct statement?

Dr. **Boyer**. Yes. That is where I would prefer to see the priority given at this time. These are not mutually exclusive. After I spoke to Senator Kennedy, I recalled, of course, we had an equivalent of that in the medical field when doctors—and there was a period in our earlier history in which teachers and others—were in fact expected to serve following Federal assistance. We have had some history of that.

I guess I am saying these are not mutually exclusive or contradictory, but in terms of the priorities that I think we should stage now, I would like to see a strong national push in which we could link it to the colleges and the schools when, as we heard from the students, there is a readiness, especially among younger people. And frankly, our data show that young people starting at grade five on through high school are essentially adrift. They are eager for more to do. They have not found a way to feel responsibly engaged in our society. And I think if it is not made available at that time, there is an attitude that develops of feeling unconnected and unwanted that really carries on into perhaps adulthood, where one sort of walks away.

That is why I am concerned about the early years and why I think the schools really have an opportunity to lead the way perhaps through some Federal assistance.

Senator **Pell**. Following up on your point that young people have spare time, and they could use it constructively, which is what national service would be, I wonder what your reaction would be to filling that spare time up by having them go to school longer—because as we know, half the year is vacation, 180 days a year, much less than many of our prime competitors.

Dr. **Boyer**. I have felt, Senator, for a long time the current calendar is an archaic structure. It was created 100 years ago, when most of the children were on the farm, and they needed to go off in the summer to help tend the crops. Now we have less than 5 percent of our children from the farm, and frankly, the summer is a hiatus—more than that, most of them go home to an empty house. We just surveyed fifth-graders, and 50 percent of them said they go home in the afternoon to an empty house. So even the afternoon is a period of kind of isolation and disengagement.

I think this country could very much benefit by a reorganization of the school calendar. That would fill up part of the time, but I still think there is a larger vision here of being engaged in service and being in touch with other generations and feeling that you are truly needed that should also be considered as a part of the question of how do young people spend their time in a culture where they are essentially living in isolation.

Senator PELL. I think it would give grandparents a sense of usefulness which very often they do not have now.

Dr. BOYER. As I said, the connectedness between the young and the old—in that regard, I think what we are going to have to develop in this society is a way to open institutional doors so that the age groups can move in and out and not see the institutions as isolating the generations.

We are not going to go back to a family structure unsupported by institutions, and the challenge is how can we have ways in which people can move older people into schools, children into daycare centers, that kind of intergenerational mobility. My parents were in a retirement center where they had a daycare center there, so that every morning, 50 little 4- and 5-year-olds came up, and all the little children had adopted grandparents.

Also, as we just heard, older people, retirees, under a program called Grand-Teachers, are going into the schools. So I think the challenge of America is to not only encourage volunteerism, but to encourage volunteerism across the institutional lines, so that the age groups as well as the cultural groups can re-engage with on another and create a sense of extended family.

Senator PELL. Isn't what we are really seeking here some demonstration programs to see which of these various approaches might work? Would that seem to meet with your approval?

Dr. BOYER. Well, sure, but many of them are already going. I think many programs can work. A great variety and richness can be generated. I was trying to reflect on what would be the Federal initiative here, especially at the school level. I could see grants at the State level that would be given through Federal leadership in which schools would be able to staff for the coordination of the service programs at their school, perhaps modest incentive grants around institutionalizing service within the formal school structure. I don't think we can dictate it—I mean, you can do anything you want—but I would be disinclined to see us mandate at the Federal level a requirement for service for all high school students. I think that would leapfrog over our historic role here.

But I could see State-by-State incentive grants that would allow State departments to encourage and help each school district in that State structure and sustain a service program.

Senator PELL. Or some money for the State educational apparatus to find one or two districts to try it out.

Dr. BOYER. Sure, and maybe highlight the ones that are the most successful. There would be, I think, some incentive support here that would really move this to a new level and make it systemwide instead of simply case-by-case.

Senator PELL. With a relatively small amount of money, you could have maybe 10 States, each trying something a little bit different, and see how that worked.

Dr. BOYER. And then perhaps occasionally a national forum in which those projects are publicized and compared.

Incidentally, several years ago I visited a high school in St. Louis where all students have community service as a part of their high school program, and the students volunteer to run the volunteer program in the schools. So you do not need a lot bureaucracy.

In fact, the program is actually run by student volunteers, who find places for fellow students. So the very administration of it can be a test on how to make a volunteer program run.

Senator PELL. Well, then, you would oppose the replacement of any of the current student aid programs—to put it another way, what do you think the effect would be of the replacement of the current programs with a national service program for poor students who have no other access to higher education?

Dr. BOYER. My own guess is—and it is hard to know precisely—but I think it would be a step back in terms of the quality of opportunity to higher education, especially if it were arranged so that the least-advantaged would have to serve in order to qualify for aid while those who were more affluent could pay their own way and go directly on to higher education. I think there is an inequity in that that would be a step backward in terms of the progress we have made toward equal access to higher education.

Senator PELL. I would concur.

I do not mean to take too much time, but I would like to ask Congressman Buchanan if he has any comments on this dialogue.

Mr. BUCHANAN. Well, I believe first of all that there are many good ideas in the proposals before the committee, and I believe it will be possible for you to come out with a bill that provides service opportunity—and like Dr. Boyer, I have some strong feeling about, wherever possible, school-based opportunity. I also think his concept of intergenerational opportunity is a very good thing.

One of the young people in Senator Kennedy's press conference 2 weeks ago, who was, I believe, an elementary school person working with senior citizens, said—and she was doing the serving—said, "I am learning so much from my elders."

I think that does work both ways. I think we have wonderful resources among those of us who are aging Americans and those who are quite young, and the intergenerational experience and wherever possible, family experience, I think, is a very worthwhile approach.

May I respond also to the question you asked Dr. Boyer about as to whether participants would appropriately be compensated. For example, students in school-based, part-time projects such as those covered by the Kennedy bill, I think as a general principle should not receive a stipend. But I think in other circumstance, like State conservation corps, Peace Corps and so forth, that stipends are more appropriate.

And I would say I would share Dr. Boyer's strong concern about the replacement of present student aid programs with some kind of required service component. But I would look with greater favor to such things as loan forgiveness compensation for service activity. I think in any case, the compensation ought not to be higher than the amount Peace Corps and VISTA volunteers currently receive.

Senator **Pell**. Thank you very much.

The **Chairman**. Thank you.

Senator Mikulski.

Senator **Mikulski**. Thank you.

It is a delight to be with my colleague from the Congress, Mr. Buchanan, and to you, Dr. Boyer. The Carnegie Foundation has given us so many thought-provoking reports.

Like you, I want to work to create an ethic of volunteerism in our society. We have had it; the Independent Sector tells us that people continue to volunteer, but those who are least likely to volunteer are the young and the single. One of the ways to cultivate the ethic, what de Tocqueville calls the "habits of the heart" is, I think, a continuum of community service. I think when the committee begins ultimately to look at our various proposals that it is the continuum of community service that I think we should focus our attention on, with different rewards and different incentives appropriate to the age group, to the work being performed, and so on. I think that is where we are.

But while we are doing this—and I agree with you, too, about its link to education—I am the social worker Senator that I am because I came from a good home, they gave me a good education, but I did a lot of volunteer work and was shaped by that both as a student and then later on in life.

But the other part of this is access to the American dream. Dr. Boyer and of course, the work of People for the American Way—you speak of alienation among our young people, where they are not asked to do anything and told to pick it up yourself, do something. The emphasis is on competition, individual pursuits, but not necessarily something that is part of the greater good.

And then there are the kids who just wonder if the American dream is there for them—the ability to go to college or, for those who choose not to, the other half which you have written about, vocational/technical, home ownership.

So I am also interested in the American dream and also dealing with this sense of alienation. That is why the part about the stipend—and I agree with you—I think if it ain't broke, don't try to fix it. We have a student loan program in place, and we have grants in place—are they meager? Are they skimpy? Yes, you bet. Are the regs impossible to comply with—all of that. But that is for another forum.

The fact is that I think you ought to—and I am not pushing my idea, because I am wide open for conversation on this—I think if you have a student debt, you should be able to pay it off any way you want—cash or sweat equity—but that you should have an opportunity to pursue higher education, and if you do not, also the other part of the American dream is owning a home. And with our kids' first mortgage being $20,000, that is what I am trying to get at.

Now, those are my views. I am 52 years old. I hold town hall meetings, and I get out on the streets and so on, but I do not pre-tend to be in touch with young people. I talk with young people, but I think sometimes it is not always easy to get inside their heads. And I wonder in your own work, if you have actually done detailed surveys, polls, focus groups, that People for the American Way is, to see what it is that they are thinking and feeling; are we on the right track; does there need to be some type of system? Mine is up there as a benchmark to be discussed. I am ready to modify it. But I wonder, what are you doing to be there, and are there these obstacles to the American dream, or are they something that I perceive because of the populations I talk with?

Dr. BOYER. I liked very much what you said, and I think it opens up for me, at least, a dimension that I had not focused on as carefully as your statement asked me to do. And the term that you used that I found exciting was the continuity of service. I think there is something in that notion that really should be pursued by the committee, if I might say so. And I therefore agree entirely with what my friend John said about the fact that perhaps the strategy varies, depending on where the person is and where the need is. So I think buried in that idea is something very exciting.

Within the school and college level, there is a strategy that I think is essentially volunteer and that essentially is linked to some kind of learning. But I would think, Senator, if that is done well then the ethic of service is established at the very foundation, and one could imagine it then continuing to death—and maybe thereafter, I am not sure.

Senator MIKULSKI. We could use all the volunteer angels we can get.

Dr. BOYER. I am sure; some heavenly service program in the sky.

But I think, given that approach, the idea of looking, then, at what one needs for access to college—and I still would hope very much we would not replace what, as you said, has already been very much established, but perhaps add to it some notion of loan replacement as yet another dimension of service for those who urgently need to free themselves of some encumbrance. As I think of it, these are not incompatible, depending on where you are in the spectrum, and depending on what the need is. So it seems to me that under your exciting term of continuity of service, one might think of legislation that could have different pieces, that in fact would start at a foundation that would in fact inspire this ethic of service that could continue and even have something to say about older people, the volunteerism that might encourage them to get back in colleges and schools. So that notion of a continuum of service, I think, allows multiple strategies.

Senator MIKULSKI. Mr. Buchanan, have you done focus groups or de-polling and so on, on what is on young people's minds; do they feel alienated; what would include them in our society; obstacles to pursuing higher education—or completing high school?

Mr. BUCHANAN. Last year, we did focus groups on 18 to 24 year-olds, because we consider the 17 percent of the eligible voters in that age range, who are the only ones who participated in the 1986 election, to be really a national crisis. So we did focus groups around the country, trying to get into their heads to find why the uninvolvement.

We found things like registration requirement difficulties to be problems for many of them, but a primary problem was simply a sense of disconnection and of uninvolvement, an inability to see—one might recognize problems, but how their involvement could accomplish anything.

I think that we have heard this morning and 2 weeks ago from other sets of young people who have become involved and have discovered more of their own worth, more of the fact that their involvement can make a difference. We heard that a few moments ago. I think providing opportunities for more and more Americans to have that experience of learning that they can make a difference is essential and a vital need of our country if we are going to have the kind of democracy that is strong and healthy that I think we all want. But there is this feeling of disconnection.

Even young people who have had troubled backgrounds have found from services a pathway to self-esteem and a discovery of what they themselves can do, and it has changed lives. So I hope that can happen in many cases.

This year, we are doing a more broad study of high school-age people, a national survey and focus groups across the country to try to get at where they are, what are the things that might help them become involved, and we will proceed from there to try to look for solutions, having analyzed on a more in-depth and national basis where the young people are, particularly high school-age people.

Senator MIKULSKI. We look forward to that, and I thank you for your comments. Of course, Senator Kennedy has asked you to review our proposals and give us your comments, and as you do, I would hope you would strive to help us identify this interconnectedness for this continuum. I do think we are onto something, and I am real excited about being part of it.

Dr. BOYER. Yes. I did want to say—you had asked a question I did not answer—we do have data in our surveys at both the college and now most recently at fifth grade—the first time we have gone to that level—in which I think over 50 percent of the fifth-graders said they wish they had more to do outside the home. Now, the nature of that is unclear, but there is really a great sense of aloneness at that very young age. And I think therefore we can think of service—back to your question, Senator—as going younger than perhaps we might earlier have thought.

So I think one can imagine this development of an ethic earlier than might have been expected.

Senator MIKULSKI. Dr. Boyer, when we talk about extending not so much the school day, but maybe the educational day, I think this has merit. I am sure you have read the literature about the "hothouse kid", where there are those who would turn every fifth-grader into a little M.I.T. graduate student. And kids need relaxation; they need hobbies; they need to learn through other ways.

If I go back to science or things like that, again, my own Girl Scout experience, for one, I had another "Mom", really, and somebody else to chat with, but all those hands-on experiences that I did got me out, got me interested in nature, did things that a Highlandtown kid from a white-stepped rowhouse neighborhood just would not have done, and it was just very exciting to be a little Girl Scout.

We could be talking about Science Scouts, drama clubs, theater, a whole variety of other things where children could express themselves and not feel so alone, and then the people involved with them would have a connection. We will have a whole generation that will never be a mother or a father because of lifestyle choices, or aunts and uncles. And you know, you miss something.

So thank you.

The **Chairman**. Thank you, Senator Mikulski.

Your comments have been very helpful. Dr. Boyer, on another note, do you have any ideas about the change in the school year? We just passed out of our committee yesterday the minimum wage, and there are some people in the restaurant industry concerned about it. But they told me that if they were able to get the colleges to start school on September 15th, they would buy what we did and go for another 10 or 15 cents an hour, because most of the colleges, I know up our way, most of the kids go back in the middle of August. It used to be September; I think the energy crisis and other things got into it. But that is just illustrative. I think there is a whole question about the time, the length of the school year, as Senator Pell commented.

I was down in Dade County the other day. I think it is generally considered, even though parents talk about liking a longer day, that when it comes right down to it they are really not for it. But they have an experimental program down there for potential dropouts and for Title I on Saturdays, and they are getting an extraordinary response. The parents bring the kids in—it is a little additional burden—but those kids are going on, and they are trying to evaluate it in terms of what it is going to mean in terms of these kids.

Most of the teachers I talked to are very surprised. They said they did not think they could do it. And maybe that is not this hearing, but I do not know whether you have some ideas on that. Perhaps I could write to you, and you could write me back, since it is probably not relevant to this subject matter, but since it was talked about earlier, I thought I would just see if you had any thoughts on it.

Dr. **Boyer**. I do believe, Senator Kennedy, that we are going to see inevitably a shift in the calendar that matches the changing work and family pattern of the Nation.

We have a mismatch between family work schedules and school schedules, and I think the changing calendar very quickly is going to mean more preschool education, more afternoon enrichment programs and Saturday activities that might involve the parents, and perhaps a year-around calendar with a term interspersed with brief recess, and then another term and brief recess, and another term and brief recess, instead of this nine-month push and then a 3-month hiatus, in which the well-to-do families can send their children off to computer camp and tennis camp and swimming camp, and the less affluent simply drift on the city streets, and frankly, their educational gains demonstrably decline.

So I am convinced that in the next 10 to 20 years, there is going to be a shift in the way school calendars are arranged partly to help with the custodial and enrichment education of children, and partly also to involve parents, whose work schedules do not allow them to actively be engaged in the schools and the education of their own children.

So I just think that is an inevitable realignment. And it is going to be lunges, fits and starts, and public attitude is still that we want it, and yet we don't. There is an ambivalence, but I think the trend is inevitable. I would like to see it happen creatively instead of just accidentally, but I think it is perhaps worth a hearing in its own right sometime.

The CHAIRMAN. Down in Dade County, they have six different sites at which they are teaching K through three in plants and factories, which is having an impact in lessening the burden. The parents bring the child to the plant or factory, and they are able to go out and have lunch with them and then go on home with them. The only thing Dade County provides are the teachers and the books. And the factory reduced turnover from 17 percent to 4 percent, and they say they are making money on it.

So there are things that can be and should be, but we ought to be getting off the dime, all of us. There are a lot of things happening out there, and we are certainly behind the curve. But I appreciate that. It is not really targeted on what we are focused on today, but it is enormously interesting.

[Additional material supplied for the record follows:]

## TESTIMONY OF SENATOR BOB KERREY

## NATIONAL AND COMMUNITY SERVICE LEGISLATION

## MARCH 9, 1989

Mr. Chairman and Members of the Labor and Human Resources Committee, I appreciate the opportunity to offer some comments and thoughts concerning the concept of National Sevice Legislation.

While I have not reached a final judgment regarding any of the several proposals introduced for our debate and consideration, I have reservations about and in some cases strong disagreements with some underlying assumptions.

I offer these observations now because I am aware that ideas have a way of spreading quickly beyond their individual capacity to sustain them. And I have watched the idea of mandatory national service being passed too quickly for comfort, like a yawn across a room.

I acknowledge that my first point of resistance is as a consequence of having experienced firsthand the capriciousness and arbitrariness of our last mandatory national service program.

In fact, the last great speech I gave prior to becoming a candidate for elective office was in 1981 in opposition to the reinstatement of a peacetime selective service registration.

As I told the current director of Selective Service, I have tempered my views somewhat since then. Nonetheless, the experience of receiving a free physical examination in 1965 because older adults had decided this was best still influences my attitude towards all such proposals today.

Proposals which begin with an assumption that someone other than me knows what is best for me always put me on my guard. Further, I am deeply aware of the fragile nature of an eighteen year old's moral develoment and believe we older adults must be careful when we assume the responsibilities inherent in such proposals.

Let me begin my discussion of national service by challenging its primary assumption: that service of others will always be good for you. While I believe that a properly designed program of youth service can be wonderful for both the giver and the receiver, I am also aware that it can be bad for both.

Perhaps the most troubling aspect of some of the proposals is the attitude taken by some proponents. They begin by telling us that Americans don't give enough of themselves to their nation and that the characteristics of selfishness are most prominent in our youth. I am not so sure that engaging America's youth in service programs will turn the nation's attitude around.

I am not so sure that adults are less selfish than our youth. It seems to me they may simply be following our example.

Consider this: 99% of all 18 year old males who receive a birthday card from the U.S. government asking them to register for selective service do so without protest. To compare the relative selfishness of two cohorts, ask yourselves what the percentage would be if the birthday greeting were sent to 38 year olds.

I am convinced that we would have no where that number signing up if the age was advanced. We would probably face organized protests against such a proposal.

The sometimes painful truth of the matter is that it is not possible to make someone love their country. Any program, no matter how well designed, has two possible outcomes: our youth will love us more or they will love us less.

Let me retell a shortened version of an argument I had a number of years ago. A good friend, who had served several tours in Vietnam and was an exceptional combat officer, and I were on opposite sides of the draft issue.

I was offering that the age at which we select was an indicator of our hostility towards our youth. "We draft from age 18 to 25", I said, "Because we really don't like 18 year olds. They've got an excessive amount of testosterone in their blood stream. Their music is awful. And they don't know what they want. So we draft them".

"No", my friend correctly stated,"the reason is much different. Although I agree we would have protests if we tried to draft thirty year olds, they also make lousy soldiers. From age eighteen to twenty five they haven't begun to ask too many questions. So, if I have the power to control when they eat and sleep, I can get them to do anything I want".

This observation is right on target. It also places upon those of us who are considering national service programs for our youth the responsibility of paying attention to the environment into which we are calling them.

Mr. Chairman and Members of the Committee, I believe the following conditions should guide us:

1. We should carefully define the benefit to the person participating. I simply do not accept that the joy of service accompanied by a voucher for education or housing is necessarily sufficient.

2. The benefit could include any number of attractive results. I believe that a program which enabled a young person to gain the command of a second language, the acquisition of greater reading or writing skills, greater confidence in making real life decisions affecting themselves and others, improved physical health and/or condition, or other such valuable posession would find takers without the need to offer any additional payoff at the conclusion of service.

3. We should consider first who will be in charge of the participants. As with any human endeavor, the quality of the output will depend on those who are leading it.

These requirements would not prevent the institution of a national program of service that brings people into the military or into helping in other ways. Rather, it substitutes the joy of acquiring something we know is valuable to the individual and needed by the Nation for the simple joy of service. It forces us to declare up front what value will be added to those individuals who participate.

A program of National Service could be terrific. To earn such an accolade from me it should focus on the needs of our youth as much as it does on the needs of our country. It should not offer money as an incentive. It should offer something more valuable and permanent: knowledge and understanding that can be used all the rest of their lives.

COMPARISON OF PROPOSED NATIONAL OR COMMUNITY SERVICE PROPOSALS

| | Kennedy (S. ) | Mikulski (S.408) | Nunn (S.3) | Dodd (S.322) | Pell (S. ) |
|---|---|---|---|---|---|
| SUMMARY | Student community service | National Guard model | Education benefits tied to service | American Conservation Corps and Youth Service Corps | National service demo program |
| FIRST YEAR COST & MATCH | $100 million;<br>80% 1st yr<br>70% 2nd yr<br>60% 3rd yr<br>50% 4th & after | $250 million;<br>state pays state administrative costs | $5.3 billion[1] including phase-out of financial aid programs;<br>25% | $152.4 million;<br>50% | $30 million plus<br>$5 million for Peace Corps demo;<br>no match |
| TARGET POPULATION/ SELECTIVITY | Elementary, Secondary, and College students;<br>Out-of-school youth | Selection based on fitness for duty; availability of position;<br>date of application | 17 or over;<br>High School graduates;<br>Senior citizens;<br>admission by application | 16 - 25 (full-year)<br>15 - 21 (summer)<br>High School graduates OR dropouts[2];<br>special efforts to enroll economically, educationally, socially, physically disadvantaged | 16 - 25<br>High School graduates<br>(2 years at higher ed inst for Peace Corps);<br>admission for Peace Corps demo: competitive;<br>effort to enroll underserved groups |
| TYPE OF SERVICE | Community service such as tutoring, assisting the elderly, neighborhood revitalization, peer counseling, work with immigrants & refugees, anti-drug-abuse efforts, work in day care centers, homeless shelters, food banks, family support programs | Placed by state in: non-profit agencies, youth programs (Big Brother/Sister), programs for elderly, public safety work (volunteer fire fighteres, emergency medical services), conservation, poverty programs | Educational, human, and conservation service, public safety work, or existing programs (Peace Corps, VISTA) (civ.);<br>Military service | ACC:<br>improvement of public lands;<br>Youth Corps:<br>placement with gov. agencies, hospitals, schools, nursing homes, law enforcement agencies, and other private, non-profit service orgs. | Determined by state higher ed agency: health care, child care, literacy, welfare, social services, transportation, housing, public safety, crime control, recreation, rural development, etc.;<br>Peace Corps |

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[1] No authorization levels specified in S.3. Estimate based on Democratic Leadership Council publication Citizenship and National Service.

[2] Must have been out of school for 3 months. Students required to sign statements that they did not drop out of school for the purpose of enrolling.

|  | Kennedy (S. ) | Mikulski (S.408) | Nunn (S.3) | Dodd (S.322) | Pell (S. ) |
|---|---|---|---|---|---|
| LENGTH OF SERVICE | Sustained commitment; part-time | 3 - 6 years part-time<br>2 weekends + 2 weeks OR 9 hours week ave. | 1 year full-time (Civ.) OR 2 years active duty + 6 years reserve OR 8 years reserve (Mil.); Unspecified for Sr. citizens | 2 years full-time | 2 years full-time |
| ESTIMATED VOLUNTEERS | 2.5 million | 50,000 | 800,000 | 13,500 | 4000 |
| INCENTIVE | Optional: academic credit | $3,000/year for education or down payment on home | $10,000/year (civ.)<br>$12,000/year (mil.)<br>for education or down payment on home | Inservice job training/education and Postservice training/education benefits up to 110% of minimum wage/year | Up to $7,200/year (Unspecified for Peace Corps demo) |
| STIPEND | None | None | $100/week (civ.<br>66%/base pay (mil.)<br>hourly wage (sr.) | 50 - 100% of minimum wage | $600/month (Educ. costs for Peace Corps demo |
| TRAINING | Required for students and supervisors | 6 weeks required | Not specified | Training req'd to enhance skills | Training only in Peace Corps demo |
| LINK TO COMMUNITY | Projects planned locally; agreements req'd between school and community reps; community reps involved in program design | Not specified | Regional National Service Councils | Locality may participate if state opts out | Not specified |
| STATE ADMINISTRATION | State education and higher educ. agencies | Governor's designee | Governor prepares service plan | Governor's designee | State higher ed agency |
| FEDERAL ADMINISTRATION | Department of Education w/ consultation from ACTION | Corp. for National Community Service | Corp. for National Service | Creates Commission on Nat'l Service Opp.; Interior/Agriculture (ACC); ACTION (Youth Corps) | Education (Peace Corps) |
| DISPLACEMENT LANGUAGE | Yes | Yes | Yes | Yes | No |

## COMPARISON OF PROPOSED NATIONAL OR COMMUNITY SERVICE PROPOSALS -- PART II

| | Moynihan (S.232) | Graham (S.382) | Bumpers (S.539, 540, 541) |
|---|---|---|---|
| SUMMARY | American Conservation Corps | Business & citizen volunteers in schools | Student loan forgiveness/ cancellation for service |
| FIRST YEAR COST/ MATCHING | $75 million;<br>50% | $5 million;<br>no match | |
| TARGET POPULATION/ SELECTIVITY | Unemployed, 16 - 25 (full-year) 15 - 21 (summer); Special efforts to enroll economically, educationally, socially, physically disadvantaged; individuals with special skills | Older americans, Business, Higher education students Older americans receive priority | College graduates with loans |
| TYPE OF SERVICE | Improvement of public lands | Volunteers in schools; priority for transfer of high-tech skills, anti-drug & alcohol abuse, drop-out prevention, nutrition & health ed | Peace Corps, VISTA, or service with any tax-exempt, non-profit organization |
| LENGTH OF SERVICE | 2 years full-time | Unspecified; part-time | 1 year full time |
| INCENTIVE | $200/year<br>Optional academic credit | Unspecified | Cancellation of student loan debts |
| STIPEND | 95% of pay rate for grate E-1 members of armed forces; minus room and board | Unspecified | None |
| TRAINING | Req'd to enhance skills | Optional for managers | N/A |
| LINK TO COMMUNITY | States req'd to provide mechanism through which local govs can participate | Assume locally designed projects | N/A |
| STATE ADMINISTRATION | Gov designee | State education agency eligible grantee | None |

| | Moynihan (S.232) | Graham (S.382) | (S.539, 540, 541) |
|---|---|---|---|
| FEDERAL ADMINISTRATION | Department of Interior<br>Agriculture w/ consultation from Labor | Department of Education | Department of Education |
| DISPLACEMENT LANGUAGE | Yes | No | No |

| | Volunteers in Service to America (VISTA) | Retired Senior Volunteer Program (RSVP) | Foster Grandparents | Senior Companion Program | Peace Corps |
|---|---|---|---|---|---|
| SUMMARY | VISTAs volunteer full-time to solve poverty-related problems through work in community agencies | Senior citizens volunteer part-time to address community problems | Foster grand-parents work one-and-one with disabled children | Senior citizens volunteer part-time to assist the home-bound elderly | Adults volunteer full time in international development programs |
| YEAR FOUNDED | 1964 | 1969 | 1965 | 1973 | 1961 |
| COST | $32.04 million (authorized)<br>$21.647 million (appropriated) | $34.61 million (authorized)<br>$30.862 million (appropriated) | $64.9 million (authorized)<br>$58.928 million (appropriated) | $32.170 million (authorized)<br>$25.135 million (appropriated) | $146.2 million (authorized)<br>$146.2 million (appropriated) |
| MATCHING FUNDS | none | 10% 1st year<br>20% 2nd year<br>30% 3rd year | 10% | none | none |
| TARGET POPULATION | 18 and over<br>(ave. age is 35) | 60 and over | 60 and over<br>below 125% of poverty | 60 and over<br>below 125% of poverty | 18 and over<br>ave. age is 30 |
| LENGTH OF SERVICE | 1 year | unspecified | unspecified | unspecified | 2 years |
| FULL TIME OR PART TIME | Full time | Part time<br>Ave. 4 hours/week | Part time<br>20 hours/week | Part time<br>20 hours/week | Full time |
| NUMBER OF VOLUNTEERS | 2,600 | 401,300 | 18,230 | 7,600 | 5,200 plus<br>3,600 trainees |
| SERVICE HOURS/YEAR | 5.4 million | 73 million | 19 million | 7.9 million | 10.8 million |
| BENEFIT TO VOLUNTEER/SERVICE HOUR | $3.37 plus | no $ benefit<br>value of loan forgiveness | $2.20/hour | $2.20/hour | |
| COST/SERVICE HOUR | $4.00 | $.42 | $3.10 | $3.18 | |
| INCENTIVE | Partial loan forgiveness | no $ incentive | no $ incentive | no $ incentive | Partial loan forgiveness |
| STIPEND | $7,000/year | reimbursement for transportation, meals, expenses associated with the volunteer work | $2.20/hour<br>reimbursement for transportation, meals, expenses associated with the volunteer work | $2.20/hour<br>reimbursement for transportation, meals, expenses associated with the volunteer work | $24/month<br>$2,100 travel cost settlement allowance; $200 readjustment allowance; specialized service costs; supplies |

| | Volunteers in Service to America (VISTA) | Retired Senior Volunteer Program (RSVP) | Foster Grandparents | Senior Companion Program | Peace Corps |
|---|---|---|---|---|---|
| TYPE OF SERVICE | Efforts to eliminate poverty and related problems, including problems associated with illiteracy, unemployment, hunger, drug abuse, homelessness, handicapped, youth | Youth counseling, literacy enhancement, long-term care, crime prevention, refugee assistance, housing rehabilitation, consumer education, drug abuse prevention | Provision of supportive services to children with physical, mental, emotional & social disabilities through schools, hospitals, day care centers, & other institutions | Provision of services to homebound and chronically disabled elderly | Volunteers serve in 65 countries promoting peace by working against poverty, hunger, disease and illiteracy |
| TRAINING | unspecified | required | unspecified | provision authorized | required |
| LINK TO COMMUNITY | Application must demonstrate evidence of local support | Projects are locally planned, operated, and controlled | | | |
| STATE ADMINISTRATION | Application must be approved by governor | not specified | | | |
| FEDERAL ADMINISTRATION | ACTION | ACTION | ACTION | ACTION | Independent agency working in collaboration with international agencies (formerly part of ACTION) |

Butler

# OLDER AMERICAN VOLUNTEER PROGRAMS NATIONAL DIRECTORS ASSOCIATIONS

RSVP Retired Senior Volunteer Program Directors

Foster Grandparent Program Directors

Senior Companion Project Directors

Statement of

Frances F. Butler, Washington Representative

National Association of Foster Grandparent Program Directors
National Association of Senior Companion Project Directors
National Association of Retired Senior Volunteer Program (RSVP) Directors

to

Committee on Labor and Human Resources
United States Senate

for

Hearing on National Service
March 9, 1989

Frances F. Butler, **Washington Representative**
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Reston, Virginia 22091
(703) 860-9570

Senator Kennedy, members of the Committee, thank you for inviting me to present this testimony to the Senate Committee on Labor and Human Resources as it examines issues related to national services. My name is Frances F. Butler. I serve as Washington Representative for the three national associations of directors of the federally sponsored senior volunteer programs -- the National Association of Foster Grandparent Program Directors, the National Association of Senior Companion Project Directors, and the National Association of Retired Senior Volunteer Program (RSVP) Directors.

In this statement I will provide the Committee with background information about the National Directors Associations; discuss the Associations' position that senior volunteerism should be a part of any national service agenda and that the existing successful programs should serve as the foundation for national service development; and describe the ongoing efforts of the hundreds of thousands of older persons who are currently involved in the senior volunteer programs administered by ACTION, the federal volunteer agency.

## Background on the National Directors Associations

Membership in the National Directors Associations includes the majority of directors of Foster Grandparent, Senior Companion, and RSVP Directors across the country. The purpose of the Associations is to work for the betterment of the programs, to share ideas and resources, and to advocate for older Americans as a vital national resource. The National Directors Associations are supported by modest membership dues, private sector contributions; and volunteer recognition product sales. They receive no federal funds. The National Directors Associations are members of such groups as the Leadership Council of Aging Organizations, Generations United, and the National Association of Families Caring for their Elders. I have included as an attachment to this statement fact sheets on each of the Associations which provide further descriptions of their history, structure, and operations, as well as a feature article on the Associations which appeared in *Aging Network News* this past year.

During the past decade the work of the National Directors Associations has resulted in many accomplishments. The Associations spearheaded public/private partnerships which have resulted in national volunteer initiatives supported in part with private sector dollars; they developed and published "how-to" manuals with the American Association for International Aging so that other nations can learn about and initiate their own senior volunteer programs based on the successful U.S. models; they have raised state and local funding to supplement the federal budget for their programs so that in 1987 thirty-seven percent of the total volunteer budget came from non-federal sources; they successfully advocated for new Senior Companion programs so that today there are twice as many programs as there were at the beginning of the 1980's. Mr. Chairman, these and other accomplishments of the National Directors Associations are further described in an attachment to my testimony.

## Older Persons and the National Service Agenda

Mr. Chairman, it is the position of the National Directors Associations that it is anachronistic to think of national service without including older persons.

When the notion of national service was first advanced by William James at the beginning of this century, it was reasonable to limit discussions to youth alone. At the turn of the century older persons comprised only four percent of America's population, and those who retired could expect to live for only a short time thereafter.

But today the situation is much different. Since the turn of the century the percentage of older Americans (65 and over) has tripled from 4.1 percent in 1900 to 12.1 percent in 1986, and the numbers of older Americans has increased over nine times, from 3.1 million to 29.2 million persons! And Americans are living longer. Today a person who retires at age sixty-five can expect to live an additional 17 years.

The fact is that the majority of older Americans are healthy and very much involved in their communities. They represent a vast untapped resource for meeting community problems.

While proponents of national youth service often mention the laudable activity of younger persons helping the frail elderly and visiting older persons in nursing homes, the fact is that only five percent of our older population resides in nursing homes. And in promoting national service, it is important to portray a more positive image of older persons. Young people can be taught to fear their own aging if their exposure to the older population through national service programs is only to older persons in need of help. Why not aim instead for the "mentoring" model, where active older persons are paired with young people to provide needed services to others?

Mr. Chairman, in designing new national service proposals, it is important that programs which have proven their success over the years not be overlooked or duplicated. Indeed, they should serve as the foundation of national service initiatives. These include the volunteer programs administered by ACTION: VISTA (Volunteers in Service to America) which is the only program that provides opportunities for older Americans to volunteer full time in their communities -- and today more than twenty percent of VISTA volunteers are persons 55 years of age and older; the school-based programs supported by ACTION; and the three Older American Volunteer Programs, which I would like to discuss at this time.

## The Older American Volunteer Programs

Mr. Chairman, the status of formal volunteer programs for older persons is another difference between today and the early 1900's when the notion of national service was first advanced. Until twenty-five years ago with the development of the Foster Grandparent Program, no formal federally sponsored volunteer programs for older Americans existed in our country. Today there are three federally funded Older American Volunteer Programs authorized by Title II of the Domestic Volunteer Service Act of 1973 and administered by ACTION, the federal volunteer agency. They are Foster Grandparents, Senior Companions, and RSVP. In addition to federal support, many States, local governments, and private sector organizations also contribute to the support of these successful programs.

The Foster Grandparent Program was started in 1965 as part of the Economic Opportunity Act. Foster Grandparents was designed as an income-supplement program to pair low-income seniors with children with special needs. When the program first began, assignments were likely to involve working in groups in institutions for the mentally retarded or in the pediatrics wards of hospitals. Today, assignments are more likely to involve home and community-based placements.

Foster Grandparents work 20 hours per week, and receive a stipend of $2.20 per hour for their efforts (When the program started, the stipend was comparable to the minimum wage). In fiscal year 1988 there were 18,000 Foster Grandparent volunteers serving in 250 federally-supported projects across the nation. An additional 9,000 Foster Grandparents are supported with non-federal funds.

Foster Grandparents work on a one-to-one basis with children and young people (under the age of 21) beset by such problems as abuse and neglect, physical and emotional handicaps, drug and alcohol abuse, mental retardation, illiteracy, juvenile delinquency, or teenage pregnancy. Many of the volunteers in this successful program serve year after year after year. The consistency of their service is one of the aspects that makes this progam so valuable. We have examples of volunteers who have been in the program for twenty years or more!

Federal support for Foster Grandparents is approximately $60 million annually. The Foster Grandparent Program also receives an additional $23 million in support from State and local governments and the private sector.

The Senior Companion Program, the newest of the three Older American Volunteer volunteers, was initiated in 1973 with the enactment of the Domestic Volunteer Service Act of 1973. Modeled after Foster Grandparents, the Senior Companion Program also provides stipended volunteer opportunities for low-income seniors. Senior Companions work with those over the age of 21, but particularly with the frail, home-bound elderly.

In fiscal year 1988, 7,000 federally-sponsored Senior Companion volunteers served in 140 projects nationwide. An additional 5,000 Senior Companion Volunteers are supported with non-federal dollars. Volunteer stations include acute care hospitals, home health agencies, senior centers, nursing homes, hospices and community mental health agencies.

Senior Companion volunteers are credited with delaying or preventing the institutionalization of many of their clients. The annual cost of supporting one Senior Companion volunteers is approximately $3,300. Each Companion works with three to four clients. When this cost is compared with the average annual cost of $22,000 for nursing home care, the fiscal value of the work of Senior Companions becomes abundantly clear.

Like Foster Grandparent volunteers, many Senior Companion Volunteers serve year in and year out. Some have remained in the program since it started sixteen years ago!

Federal support for Senior Companions is approximately $25 million annually. The Senior Companion Program also receives an additional $10.5 million in support from State and local governments and the private sector.

The Retired Senior Volunteer Program (RSVP), patterned after a successful demonstration program initiated on Staten Island, New York (Project SERVE), was slated to become a national program in 1970. Senator Kennedy, thanks to your efforts to secure additional funding for RSVP during the celebration of the 1971 White House Conference on Aging, the program took off nationally during that year.

RSVP provides community service volunteer opportunities for all persons 60 years of age and over. RSVP volunteers serve part-time, on the average of several hours per week. In fiscal year 1988 there were nearly 400,000 RSVP volunteers serving in 750 projects around the country, assigned to volunteer stations ranging from courts, schools hospices, hospitals, nursing homes and other community service centers.

A recent informal survey conducted by the National Association of RSVP Directors revealed that nearly one-half of RSVP volunteers are low-income persons, and over twenty RSVP volunteers are over the age of 100!

Annual federal support for RSVP is in the $30 million range. RSVP also receives an additional $27 million in support from State and local governments and the private sector.

Mr. Chairman, we are pleased that RSVP volunteer Robert Rothstein is also providing testimony to you today so that you can know first hand of the value of volunteering both to the community and to the senior volunteer as well. This 87 year old volunteer from Maryland who provides tutoring to students working for their high-school equivalency diplomas, dropped out of school himself as a teenager in order to support his widowed mother. When his own children grew up and went on to college, Mr. Rothstein earned his own high-school diploma. Now he helps others to do the same.

Robert Rothstein's vitality supports the findings of recent studies at the University of Michigan which demonstrate that volunteering is good for your health -- it strengthens the immune system and dramatically increases life expectancy!

While nothing can take the place of listening to the experiences of involved volunteers, the following overview of the kinds of community needs met by senior volunteers may be helpful to the deliberations of the Committee:

Examples of Foster Grandparent Volunteers meeting community needs include --

Work with delinquent youth
Work with special needs children in day care
Work with emotional disturbed children
Work with mentally retarded children
Work with hospitalized children
Work with teenage mothers
Work in literacy projects
Work in drug abuse programs
Work with abused and neglected children

Examples of Senior Companion Volunteers meeting community needs include --

Work with the home bound elderly
Work with nursing home residents
Work with older substance abusers
Work with acute care patients discharged from hospitals
Work with families in need of respite care
Work with victims of alzheimers disease
Work with older developmentally disabled and mentally retard persons
Work with older disabled veterans
Work with the terminally ill

Examples of RSVP volunteers meeting community needs include --

Work in programs for children
Care of children born with drug addictions
Care of the frail elderly
Work in adult education and literacy projects
Provision of after school care of children
Readers for the blind
Participation in community festivals
Work as museum docents
Participation in crime prevention projects
Work with the disabled and mentally retarded
Work with the mentally ill
Provision of disaster assistance
Food distribution to the needy
Companionship to hospitalized AIDs patients
Friendly visiting to the isolated
Work in home repair projects

Work with the homeless
Hospital volunteer work
Provision of bereavement counseling
Drug abuse counseling
Medical and grocery shopping escorts for frail elderly
Nursing home volunteers
Work in programs for refugee resettlement
Work with teenage mothers
tutoring children and illiterate adults

Mr. Chairman, I hope that, on behalf of the three National Directors Associations, I have been convincing in our efforts to persuade you and other supporters of national service not to overlock the contributions that older Americans are making right now in meeting community needs through volunteerism. The potential for further expansion of these efforts is held back only by budgetary constraints. While we are proud of the more than 400,000 senior volunteers who serve as Foster Grandparents, Senior Companions, and RSVP volunteers, we are aware that we are no where near meeting our potential. More than 35 million Americans meet the age eligibility criteria of these programs. Mr. Chairman, the program models are out there, the administrative structure is in place, older Americans have demonstrated their desire to be "part of the solution" rather than "part of the problem," and we look to you and your colleagues to ensure that these proven, successful programs become a foundation for further development of the proposals before you.

Thank you for providing the National Associations of Foster Grandparents, Senior Companion, and RSVP Directors the opportunity to contribute to this discussion.

Enclosures

# National Association of Foster Grandparent Program Directors

**HISTORY**

The National Association of Foster Grandparent Program Directors, Inc. was created in 1971 in Washington, D.C. at a meeting of Directors from across the country attending a national training conference. It developed from a need felt by Directors to have an organization to address itself to their collecti needs and concerns relative to the betterment of the programs and enrichment of the lives of the foster grandparents. Officers were elected and charged with developing by-laws and operating practices.

**PURPOSE**

The purpose of NAFGPD, Inc. is to provide through a national focus: visibility and advocacy for FGP; a network of communications among FGP Direct and projects; a vehicle for expression of majority opinion on behalf of FGP and older Americans to Congress, ACTION, the Administration on Aging, and other appropriate governmental and national units; to act as a resource and make available technical assistance to FGP Directors and sponsors, ACTION and other community groups as needed and deemed appropriate.

**STRUCTURE**

Active membership is open to all FGP Directors, coordinators and supervisors. Active members have voting privileges. Associate membership is open to all non-program staff and to all other interested persons or groups.

**OPERATION**

NAFGPD is operated through a Board of Directors composed of nationally elected officers (President, Vice President, Secretary, Treasurer) and a Regional Representative elected by the paid members of each ACTION out'ined region. The Board of Directors meets twice yearly in Washington, D.C.

**NATIONAL AGENDA**

REPRESENTATION for those served by FGP speaking on their behalf before national government bodies.

ADVOCACY for older Americans as a national resource.

COMMUNICATION on issues and ideas relevant to FGP.

RESOURCE DEVELOPMENT through networking with both the private sector and public agencies.

PROFESSIONAL DEVELOPMENT of FGP Directors through workshops and training programs of technical assistance.

SURVEYS AND DATA BASES to aid FGP Directors manage their projects.

For more information, contact:

Betty Pate Manley, President
195 E. San Fernando Street
San Jose, CA 95112
(408) 280-5553

Frances Butler, Washington Representa
11481 Bingham Terrace
Reston, VA 22091
(703) 860-9570

*National Association of Senior Companions Project Directors*

*President*
*Berryl Thompson*
*P. O. Box 1510*
*Opelousas, Louisiana 70571*

*Vice President*
*Anne Davenport*
*103 S. Main St*
*Waterbury, Vermont 05676*

*Secretary Treasurer*
*Dwight Rasmussen*
*135 E. 2100 South*
*Salt Lake, Utah 84115*

## HISTORY

The National Association of Senior Companion Project Directors (NASCPD) was created at the 1978 National SCP Directors Training Conference. Officers were elected and charged with developing By-Laws and operating practices. NASCPD has actively represented the needs served by SCP nation-wide since that time. The organization is incorporated in the State of Utah and has applied for 501 (c) (3) status.

## PURPOSE

NASCPD provides through a national focus:

- Professional Development of SCP Directors through workshops and training programs of technical assistance.
- Advocacy for Older Americans as a National Resource.
- Resource Development through networking with the private sector and public agencies.
- Representation for those served by SCP, speaking on their behalf before National government bodies.

## STRUCTURE

Active membership is open to all SCP Directors. Active members have voting priviledges. Associate membership is available to other SCP project staff and to all other interested persons or groups.

## OPERATION

NASCPD is operated through a Board of Directors. The Board of Directors is composed of the National Officers (President, Vice-President, Secretary, Treasurer and nine Regional Representatives). The Board of Directors meets at least once a year in Washington D.C. Regional meetings are held once a year in conjunction with ACTION Regional Trainings.

## SUCCESS-AREA OF INVOLVEMENT

- Instrumental in preserving the current level of funding for SCP when cuts were proposed.
- Bringing about changes in the ACTION re-authorization legislation that enhance the direction of the Senior Companion Program and the operation of the ACTION Agency.
- Played a major role in securing stipend increases for volunteers, and significant general program increases.
- Played a major role in securing cost of living allowance in FY 88.
- Successful in securing new program funding for 44 new projects in FY 88.

FOR MORE INFORMATION , PLEASE CONTACT:

Berryl Thompson, President
P. O. Box 1510
Opelousas, Louisiana 70571-1510
(318) 942-1903

or

Frances F. Butler,
Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

SENIOR COMPANIONS

# R S V P

NATIONAL ASSOCIATION OF RSVP DIRECTORS, INC.

**PRESIDENT**
Winifred Dowling
2 Civic Center Plaza
El Paso, TX 79999
915-541-4374

**VICE PRESIDENT**
Maureen Mulligan (NJ)

**SECRETARY**
Sandra L. Guthans (LA)

**TREASURER**
GerryAnne Brown (MA)

**IMMEDIATE PAST PRESIDENT**
James Sugarman (NY)

**REGIONAL DELEGATES**
Dorothy Ward, I (CT)
Ellen Wahl, II (NY)
Patricia S. Renner, III (KY)
Betty M. Ruth, IV (AL)
Nancy K. Jameson, V (IL)
Stephen Doerr, VI (TX)
Carolyn Randall, VII (UT)
Nancy Brand, IX (CA)
Cheryl Black, X (OR)

**WASHINGTON REPRESENTATIVE**
Fran Butler

## HISTORY

The National Association of RSVP Directors, Inc. was created in 1976 i Chicago, Illinois, at a meeting of interested RSVP Directors from acros the country. Officers were elected and were charged with developing b laws and operating procedures. The organization is incorporated in the State of Indiana and has 501(c) (3) status.

## PURPOSE

The purpose of NARSVPD, Inc. is to provide visibility and advocacy for RSVP; to encourage a network of communications among RSVP Directors an projects; and to be a vehicle for expression of majority opinion on behalf of RSVP and older Americans to ACTION, the Administration on Aging Congress, and other appropriate governmental and national organizations

## STRUCTURE

Active membership is open to all RSVP Directors. Active members have voting privileges. Associate membership is available to other RSVP project staff and to all other interested persons or groups. NARSVPD, Inc is operated through a Board of Directors. The Board of Directors is co posed of nationally elected officers (President, Vice President, Secretary, Treasurer) and nine Regional Representatives. The Board of Directors meets twice a year. The fall meeting is held in Washington, D.C.

## NATIONAL AGENDA

PROFESSIONAL DEVELOPMENT OF RSVP Directors through workshops and traini programs of technical assistance.

RESOURCE DEVELOPMENT through networking with both the private sector an public agencies.

ADVOCACY for older Americans as a national resource.

COMMUNICATION on issues and ideas relevant to RSVP.

REPRESENTATION for those served by RSVP, speaking on their behalf befor national government agencies and other national organizations.

MANAGEMENT of RSVP: to aid in RSVP project management through the deve opment of surveys and data bases.

FOR MORE INFORMATION, CONTACT:

Winifred Dowling, President
2 Civic Center Plaza
El Paso, TX 79901-1196
(915) 541-4374

Frances F. Butler, Washington Rep.
11481 Bingham Terrace
Reston, VA 22091
(703) 860-9570

## Volunteerism

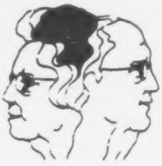
# *The National Association of Senior Companion Project Directors*

**By Berryl Thompson**

While most domestic social programs experienced serious budget cuts during the 1980s, the budget of the Senior Companion Program has more than doubled—growing from $11 million in FY 1980 to $23 million in FY 1988. Expansion of the Senior Companion Program during a period of austerity represents the hard work and political advocacy of its membership.

What is the Senior Companion Program and what is this national membership organization of Senior Companion Program Project Directors that has been able to achieve this remarkable record?

The Senior Companion Program is one of the three Older American Volunteer Programs authorized by the Domestic Volunteer service Act of 1973 and administered by ACTION, the Federal volunteer agency. Senior Companions are low income, older Americans who provide companionship and service to the frail homebound and institutionalized elderly. In return for their twenty hours per week of service, Senior Companion volunteers receive a stipend of $2.2[illegible] per hour. Currently there are some [illegible] Senior Companion Projects nationwide, enrolling 7,000 Senior Companion volunteers and serving 21,000 frail older persons.



The National Association of Senior Companion Project Directors was formed in 1978 to provide a network for education, mutual support and communication among project directors, and advocacy efforts for Senior Companion volunteers and projects. The Association works with Congress, the Executive Branch and with the private sector's aging network to achieve its objectives.

Active membership is open to all directors and employees of Senior Companion Projects. Associate memberships are open to other interested individuals supporting the purposes of the Association.

NASCPD is operated through a volunteer Board of Directors composed of national officers and regional representatives elected by the membership. The Association employs a Washington Representative in Washington, D. C.

The National Association of Senior Companion Project Directors is a member of the Leadership Council of Aging Organizations, Generations United, The Advocates Senior Alert Process (ASAP), and the National Association of Families Caring for Their Elders.

*Berryl Thompson is President of NASCPD.* For more information, contact: Berryl Thompson, President, P. O. Box 1510, Opelousas, LA 70570

***Volunteers are individuals who freely contribute their services to benefit an individual, group or public interest. Each year, in April, a week is set aside to recognize the outstanding contribution volunteers make to our nation's quality of life. This year, National Volunteer Week is April 17-23.***

***To highlight the contribution volunteers make in aging network activities, ANN features this month a series of articles describing three national volunteer service organizations. In July, ANN's Focus articles will describe in greater detail the extent to which volunteers are involved with the older population.***

# The National Association of RSVP Directors

**By June Divan**

In September 1976, forty-seven Retired Senior Volunteer Program Directors met in Chicago to organize the National Association of RSVP Directors.

The purpose of this new Association was to provide visibility and advocacy for RSVP, to establish a network of communication among projects and between national, State and/or regional associations, and to provide a vehicle for expression of majority opinion on behalf of RSVP and older Americans to ACTION, the Administration on Aging, Congress and other organizations.

RSVP provides community volunteer opportunities for persons 60 and over. RSVP volunteers serve part-time, usually several hours per week. There are approximately 390,000 RSVP volunteers serving in some 750 projects throughout the country, assigned to work in activities ranging from the courts, schools, hospices, hospitals, nursing homes and other community service centers.

The Association has presented testimony before Congress and has been involved in successful advocacy efforts to increase Federal support for RSVP. NARSVPD has actively promoted public/private partnerships in support of RSVP. In 1984 the National Association of RSVP Directors provided the leadership for the development of a literacy coalition with Laubach Literacy Action, B. Dalton Booksellers and ACTION to develop cooperative funding for support of literacy initiatives involving RSVP volunteers. As a result, over the past three years more than fifty RSVP projects have received grants to develop or enhance literacy components within their projects.

As a result of the National Association's leadership efforts, another public/private coalition was developed in 1987 with NARSVPD, ACTION, and the Exxon Corporation to develop PROJECT PROMPT—Putting Retired Older Men and Placements Together. Through PROJECT PROMPT, thirteen RSVP projects around the country are now actively recruiting retired men and placing them in meaningful volunteer positions.

The national agenda of NARSVPD includes:

- Professional Development of RSVP Directors through workshops and training programs of technical assistance,
- Resource Development through networking with both the private sector and public agencies,
- Advocacy for older Americans as a national resource,
- Communication on issues and ideas relevant to RSVP,
- Representation for those served by RSVP to speak on their behalf before national Government bodies, and
- Enhancing management of RSVP through the development of surveys and data bases.

Membership in the National Association of RSVP Directors is open to all RSVP Directors. Associate memberships are available to project staff and to other interested persons or groups.

*June Divan is past Secretary, NARSVPD.*

For more information, contact: Winifred Dowling, President, National Association of RSVP Directors, 2 Civic Center Plaza, El Paso, TX 79999.

# The National Association of Foster Grandparent Directors

**By Gail Buckingham**

The National Association of Foster Grandparent Program Directors (NAFGPD) was established in 1971 because of a growing concern by Foster Grandparent Program Directors for the need to create an effective vehicle to advocate on behalf of the Foster Grandparent Program and those it serves.

The Foster Grandparent Program is considered to be one of our nation's most successful attempts to bridge the generation gap. The pairing of the young and the old through this Foster Grandparent Program has resulted in countless benefits for thousands who might otherwise be isolated from the mainstream of society because of special circumstances and limitations affecting them.

Foster Grandparents are persons over the age of sixty who have low income and good general health. They come from all walks of life but share something in common, namely, the desire to remain active and involved in their communities and an interest in the welfare and future of children with special needs.

Foster Grandparents volunteer

**See GRANDPARENTS page 6**

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# News Briefs

## NATIONAL OSTEOPOROSIS PREVENTION WEEK
## MAY 8-14, 1988

**By Representative Olympia Snowe (R-Maine)**

For each of the past three years, one of my first acts in each session of Congress has been the introduction of legislation to designate the week of Mother's Day as "National Osteoporosis Prevention Week." This year I again introduced National Osteoporosis Prevention Week, H.J. Res. 442.

Today, in the wake of National Osteoporosis Prevention Week, we have a National Osteoporosis Foundation which provides information and funds research into osteoporosis, and we have increased media attention to this serious disease. Called "the silent disorder," osteoporosis is characterized by a gradual loss of tissue causing the bones to become progressively weaker and more fragile. Each year osteoporosis is responsible for 1.3 million bone fractures, including 250,000 [illegible] death.

Osteoporosis is a major public health problem affecting 24 million Americans, primarily post-menopausal women and older persons. Osteoporosis affects half of all women over 45 years of age and 90 percent of women over 75 as well as a significant number of men.

Osteoporosis is not just a problem for older women, but rather a condition which concerns individuals of all ages. Osteoporosis is as much a product of lifestyle throughout the lifespan as it is genetic predisposition. For example, childhood and young adulthood are critical periods for building bone mass to its [illegible] and weight [illegible] are essential during the growth years. For young and middle-aged women, [illegible] exercise in addition to [illegible] alcohol intake [illegible] can serve to keep bones [illegible]

Rep. Olympia J. Snowe, R-Me.

Older women, too, even though they may already have osteoporosis, can take preventive measures to decrease the risk of bone fractures by "fall proofing" their homes, having their vision and hearing tested regularly, using caution when getting up quickly, and limiting alcohol consumption.

Although the cause of osteoporosis is still unknown, there are numerous factors which we believe contribute to its development, among which are estrogen deficiency, smoking, high intake of alcohol and large amounts of caffeine, protein or potassium. Prevention is still the best defense for fighting osteoporosis.

Calcium intake, particularly, is thought to be crucial to the prevention of osteoporosis, and yet, studies have shown that large segments of the population do not get the recommended dietary allowance. One study conducted by the National Center for Health Statistics revealed that at every age from 18-70 years, men have higher intakes of calcium than women. After the age of 15, half of the women of the country consume calcium at rates below the recommended daily allowance (RDA). When bone is being formed at ages 18-30, more than 2/3 of all women consume less than the RDA.

For more information, write to the National Osteoporosis Foundation, 1625 Eye Street, N.W., Suite 1011, Washington, D.C. 20006 (202) 223-2226 or to me, Representative Olympia Snowe, 2464 Rayburn House Office Building, Washington, D.C. 20515

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**GRANDPARENTS,** from page 5

four hours a day, five days a week, in various health and social welfare settings. They provide nurture and support to the children in their care. Participation enables them to receive a number of tangible benefits. These benefits include a tax free stipend, transportation to and from their assignments, a nutritious meal at their volunteer site, an annual physical examination and accident insurance. All of this helps to enhance their standard of living and enables them to retain a greater degree of independence. Perhaps of even greater importance to the Foster Grandparent volunteer are the feeling of being productive and needed, the opportunity to share a lifetime of knowledge and talents, the means to meet and make new friends of all ages as well as the chance to give and receive love.

For a child with special needs, a Foster Grandparent means having a chance to be loved and nurtured, accepted and encouraged, and, hopefully, to gain from this special relationship the ability to overcome a physical, social or emotional problem.

There are hundreds of stories that reflect the successes of Foster Grandparents and their special children. There is a crippled child taking those first triumphant steps, an abused child who is angry and untrusting of the world who now accepts and returns a hug, a deaf child experiencing the joys of communicating with a person who cares enough to learn sign language, and the long awaited and beautiful smile of an infant who is suffering from failure to thrive. These experiences are sweet victories for the children and the Foster Grandparents.

Since its beginnings in 1965, the Foster Grandparent Program has grown tremendously. The NAFGPD has been at the forefront of many changes. The Association acts as a vehicle for the expression of the needs and majority opinion of older Americans and special needs children to Congress, ACTION, and the Administration on Aging. In addition, the Association provides technical assistance to program directors, sponsors, ACTION, and other community groups,. It functions as an effective source of resource development through networking with both the private sector and public agencies. Because of its strongly unified national focus, the NAFGPD is able to provide greater visibility for the Foster Grandparent Program and it serves as a valuable networking tool for program directors.

Active professional membership is open to all Foster Grandparent Program directors, coordinators and supervisors. Associate membership is available to all nonprogram staff and other interested persons or groups who wish to promote the program.

The NAFGPD is operated by a Board of Directors, which is composed of nationally elected officers and regional representatives who are elected by the paid members in each region outlined by action. Board meetings are held twice a year in Washington, D.C. State and regional meetings are held at various times to discuss local issues.

The NAFGPD is supported primarily through its membership dues. Financial support has also been received from agencies which sponsor Foster Grandparent Programs, small grants from private foundations and the sale of recognition items.

The Association has been instrumental in achieving the following: (1) increased appropriations for the Foster Grandparent Program, (2) stipend increases for the Foster Grandparent volunteers, (3) influencing the revision of guidelines utilized to govern program operations, (4) ensuring greater flexibility of individual program use of locally raised funds, (5) serving as an effective voice for older Americans, (6) increasing nationwide visibility of the program, and (7) aiding in problem solving and professional development of Foster Grandparent Program directors.

The NAFGPD has enjoyed a steadily increasing membership. A number of plans are currently being considered and developed by the Board of Directors to enable the Association to better meet the changing needs and social conditions which are reflected through the Foster Grandparent Program. The NAFGPD is firmly committed to seeking excellence and a sound future for the Foster Grandparent Program which has meant so much to so many.

*Gail Buckingham is Regional Vice President, Region III, NAFGP.*

For more information contact: Betty Pate Manley, President, National Association of Foster Grandparent Program Directors, 100 North Winchester Boulevard, Suite 295, Santa Clara, CA 95050

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# OLDER AMERICAN VOLUNTEER PROGRAMS NATIONAL DIRECTORS ASSOCIATIONS

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Retired Senior Volunteer Program Directors

Foster Grandparent Program Directors

Senior Companion Project Directors

## DIRECTORS ASSOCIATIONS ACCOMPLISHMENTS

Developed public/private partnership with RSVP Directors Association/B.Dalton Booksellers/Laubach Literacy Action/ and ACTION, to fund RSVP components in adult literacy

Developed public/private partnership with RSVP Directors Association/EXXON/and ACTION to recruit more men into RSVP

Spearheaded Memorandum of Agreement with Department of Defense to support assignment of Foster Grandparent Volunteers with special needs children living on military bases

Developed agreement with American Association of Retired Persons to participate in AARP's Volunteer Talent Bank

Developed and published "how-to" manuals with the American Association for International Aging to show interested persons around the world how to start RSVP, Foster Grandparents, and Senior Companion Programs.

Assisted Directors across the country in securing State and Local funding of RSVP, Foster Grandparents, and Senior Companions, which in 1987 amounted to 37% of total OAVP support. In one State, Alabama, the State Directors Association is the recipient of State funds for allocation to projects

Promotes the Older American Volunteer Programs throughout the year and during National Volunteer Week, with activities such as the national balloon launch organized in 1988 by the National Association of RSVP Directors

Successfully advocated for new Senior Companion Programs -- there are twice as many programs as their were at the beginning of the 1980s

Developed national awards programs, such as the annual National RSVP Directors Association award to an exemplary ACTION employee

Conducts surveys to improve programming, such as surveys on computerization of projects, salary and benefit levels, and information on volunteers and sponsors

Supports projects with recognition items, computer software, and public relations aids, including press releases and radio spots.

Addresses national issues in the area of voluntarism and aging in such forums as the Public Health Services Year 2000 Health Objectives Project, the American Red Cross Volunteer 2000 Conference, and hearings for the upcoming 1991 White House Conference on Aging

Members of the Leadership Council of Aging Organizations; Generations United; The National Association of Families Caring for their Elders; ASAP

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Frances F. Butler, **Washington Representative**
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

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I would like to thank the chair and the members of the Senate Committee on Labor and Human Resources for the the opportunity to submit testimony on behalf of Senator Kennedy's *Service to America* proposal. I write to you as a City Volunteer Corps (CVC) Alumnus and as a Fellow for the Campus Outreach Opportunity League (COOL). CVC is New York City's national youth service corps model, and COOL is a non-profit organization that promotes community service at colleges and universities throughout the country. As a City Volunteer, I helped test CVC's model for national service, and as a COOL Fellow, I am conducting interviews with students and service corps members to determine the ideal characteristics of a federally sponsored youth service program.

Both my experience as a City Volunteer (CV) and my Fellowship with COOL have provided me unique insight into the designing of a national youth service program that would bring the maximum benefits to both the young people participating in the program and to the people who they would serve.

Recently, while looking back on my year in CVC, I made a list of what made my service experience with CVC one of the best experiences of my life:

- **Diversity**

  The City Volunteers I worked with were from a variety of cultural backgrounds: one CV on my team was from Jamaica, two were from Puerto Rico, one was from Columbia, two were from the Dominican Republic, one was from Georgia, one was from the Virgin Islands, two were born and raised in Brooklyn, two were from Queens, and two were from Harlem. I am from upstate New York. I learned more about the similarities and differences between people from different cultures during my year in CVC than in all the rest of my life. And more importantly, I learned that it is essential to be sensitive and tolerant of such differences.

- **Variety of service activities**

  In one year, my team completed six different projects including painting the Staten Island Ferry, assisting the blind in Brooklyn, helping run the Children's Worlds' Fair in Queens, and working in a school in the South Bronx. Because of this variety and the change in pace from one project to another, we remained excited and interested in our work.

- **Team support**

  Working in a team was the secret of our success in providing good service. Not only were we able to work more efficiently, but we learned an appreciation for cooperation and team work. Support from the team made the tough times bearable and gave us a group with whom to share the best times.

- **Team Leader guidance**

  My Team Leader had the greatest responsibility in CVC. I cannot overstate how much the well-being of a team depends on the Team Leader. Much of our success as a team was due to the dedication, commitment, and enthusiasm of our Team Leader.

- **Sense of accomplishment**

  In every project, we felt needed and useful. When a project was finished, we could step back and say, "We did that!" Furthermore, all the projects had us doing work that desperately needed to get done.

- **Training**

  The training component of CVC, a week of team-building in the wilderness with a tough, dedicated, no-nonsense training staff prepared us mentally and emotionally, gave us all some experience in common, and gave us the training we needed to work together.

- **Education**

  Some of my fellow teammates, joined CVC to get a G.E.D. CVC provided educational opportunities as a way for those who would otherwise fall through the cracks of New York City society to escape this fate. For me, CVC paid for a college Spanish class, a course that helped me communicate with my Hispanic teammates.

Now, two years later, I again have become involved in national youth service as a COOL Fellow. I have been running focus groups--group interviews--with college students and members of model youth service corps around the country, asking them what they picture as an ideal national youth service program. To answer this question, we brainstorm what they would be able to give to their communities, what they would expect from a program if they were to participate, and what the community would need from them. At the end of each focus group, we go over all the points that the participants have realized and decide which are the most important. Below, I will explain points that have come up repeatedly in different groups and have been marked as important by the participants.

- **Flexibility**

  Almost ll the participants in the focus groups said that they though that federally sponsored opportunities for them to serve their communities was an excellent idea. But participants, particularly, college students, have brought up the issue of flexibility again and again. Most everyone I talked to wants to help their communities, but everyone said that they hoped this proposed program would be flexible enough to let them serve full time or part time, at home or across the country. While some people I interviewed were *very* enthusiastic about joining a full time service corps, most felt that they would be more likely to join a program in which they could serve part-time.

- **Sense of helping others**

  All participants agreed that if they were going to be in a national service program, they would want to feel that they were making a difference, and not just acting as a "band-aid" for society. People agreed that doing some "icky" work was fine as long as they got a chance to work with people at some point in the program.

- **Community Needs**

  Participants saw a wide range of community needs, and most participants were very enthusiastic about wanting to help their communities meet them. Some community needs that participants highlighted as important are needs of the elderly, child care needs, literacy training, work on state and national parks, and work with homeless.

- **Support**

  People hoped that this new federal program would give them support including education, help dealing with the agencies that they would work for, and a way to get together with other young people who were also doing community service.

- **Compensation**

  Most participants felt that if they were going to dedicate part of their lives to service, they would need some financial help, and all saw a scholarship or job training as a fitting reward for participating in a national service program. Many were concerned with housing: where would they live during their period of service?

- **Location**

  Some participants felt that they would like to work with their own community. They saw their service as a giving-back to the community where they grew up. Others felt that they would like to help people in a place far away so that they would be able to learn about other parts of the U.S. and world.

- **Financial Aid**

  Though most participants believe that a scholarship would be a good reward for participating in a national youth service program, no one thinks that this should be the sole financial aid provided by the federal government. In addition, most participants agreed that the federal government should provide *need-based* financial aid apart from this program, but that the scholarship received after working in a national youth service program should be the same for everyone.

In closing I would like to request that the service corps part of the program not be looked at as a jobs program. Jobs programs, such as Jobs Corps, for the most part attract only people at risk, while service corps appeal to people from all economic statuses, as we have seen in recent polls and as I have seen in COOL's focus groups. I see my experience working with a team of young people from diverse backgrounds as one of the most important and I would hate for anyone to miss that.

A national youth service corps, however, meets only part of our need to promote community service at the federal level. I applaud Senator Kennedy's *Service to America* proposal for realizing this. His proposed start-up grants and Presidential awards for community service will help complete the picture.

Again, thank you for allowing me to testify.

Sincerely,

Christopher David Sturgeon

Christopher David Sturgeon
Campus Outreach Opportunity League Fellow on National Youth Service
City Volunteer Corps Alumnus

The CHAIRMAN. Thank you all very much. It has been a very enjoyable and worthwhile and informative and educational hearing. Thank you.

[Whereupon, at 12:12 p.m., the committee was adjourned.]

# NATIONAL AND COMMUNITY SERVICE ACT OF 1982

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## TUESDAY, MARCH 14, 1989

U.S. Senate,
Committee on Labor and Human Resources,
*Washington, DC.*

The committee met, pursuant to notice, at 9:30 a.m., in room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Pell, Dodd, Adams, and Mikulski.

### OPENING STATEMENT OF SENATOR KENNEDY

The **Chairman**. Today is the second of a series of hearings by our committee on national and community service. Last week we heard from Senators Bumpers, Moynihan and Graham, who discussed their own legislation on this subject. Several members of this committee, Senators Pell, Dodd and Mikulski, have also introduced important proposals.

This morning we are all pleased to welcome Senator Sam Nunn to the committee. Senator Nunn deserves great credit for reawakening the country's interest in national service with his bold proposal.

We will also welcome Congressman Sonny Montgomery, author of the "New G.I. Bill", who will speak about national service from his vantage point as chairman of the House Committee on Veterans' Affairs.

Americans of all ages are the focus of the legislation before this committee. Today we will hear about potential roles for youth. I have introduced a proposal called Serve-America, which would encourage students from kindergarten through college to help meet the human, social, educational and environmental needs of the community. Students and out-of-school youth who participate would receive no stipends or monetary benefits, but could receive academic credit.

Other proposals before the committee are designed to encourage full- or part-time service by young adults over 18 in exchange for education or housing benefits.

Because of today's focus on young Americans, we have invited three young citizens who are already giving their time and caring to their communities. Samantha Hodge-Williams, with Magic Me in Baltimore; Phil Braden, from the Montgomery County Conservation Corps, and James Sakamoto, from the University of Southern

California will tell us about their projects and why they chose to become involved.

They are accompanied by the directors of three organizations that have been leaders of the youth service movement.

We have also invited leading educators to give their views about various proposals.

I look forward to working with President Bush and the sponsors of national service bills to prepare comprehensive legislation to encourage as many of our citizens as possible to participate in service to their community and their country. The Congress faces many important issues, but this may be the most important issue that we will address, because it will help to decide what kind of Nation we will have in the years ahead.

[The prepared statement of Senator Hatch follows:]

### Statement by Senator Orrin G. Hatch
### National Volunteer Services Hearing
### March 14, 1989

Last Thursday, this committee heard testimony from a diverse group of individuals, each of whom wants to rekindle the spirit of voluntarism in this country. Perhaps the most moving testimony came from the outstanding panel of volunteers, whose remarks universally demonstrated the positive impact of our nation's volunteer efforts. We heard very clearly that the volunteer activities in which our witnesses were involved made a difference not only in the lives of the needy, but also in their own lives. I am confident that today's testimony from leaders of three of our nation's preeminent volunteer organizations will lend further support to the significant contributions made by existing volunteer efforts in America.

As we continue our discussion on national volunteer service, I believe that we should listen carefully to the testimony provided by our volunteer witnesses. On Thursday, I heard three key points that were repeated by almost all of those who testified.

First, these volunteers affirmed that voluntarism is alive and well in America. From youth to senior citizens, Americans are interested in giving freely of their time to fill a variety of needs in our communities, although they sometimes have difficulty finding out how to get involved.

Second, these individuals all spoke of the success of their local volunteer organizations and the need to foster existing efforts rather than abandon them and create a new federal bureaucracy. We also heard testimony from several individuals who spoke to the success of our national volunteer agency, ACTION. I suggest that any governmental action must take advantage of the tremendous number of existing community-based volunteer organizations as well as the ACTION agency. We should also listen to the admonition of Alex Byrd from Rice University: "Mandatory is to service what anti-matter is to matter." This suggests that our efforts to encourage voluntarism must not mandate participation if we intend to protect the personal satisfaction gained through helping others.

Third, the simple fact that these outstanding examples of our American volunteer spirit ranged in age from 13 to 84 tells us that we should not limit service by age with any federal program. Any governmental action should look to encourage the spirit of voluntarism in all Americans.

I look forward to a strong bipartisan discussion on how best to take advantage of our heritage of voluntarism and appreciate the testimony of today witnesses.

The **CHAIRMAN**. We will ask the panel to come forward: Samantha Hodge-Williams, Frank Slobig, Phil Braden, Peg Rosenberry, James Sakamoto, and Todd Clark.

Samantha Hodge-Williams is an eighth-grader from Baltimore. She is in her third year as a nursing home volunteer as part of the Magic Me program. Her teachers have described her as extremely dedicated to community service.

Peg Rosenberry is the Executive Director of the National Association of Service and Conservation Corps, which has provided leadership in expanding the Conservation Corps model to include human service work in our Nation's cities. It is good to have you here.

Todd Clark is Education Director of the Constitutional Rights Foundation in Los Angeles. The Foundation has been working for the past 26 years with tremendous success to match important needs of the community with the energy and talents of inner city high school students.

We are also very glad to have James Sakamoto, who is a sophomore at the University of Southern California, where he is the Norman Topping Scholar. The Topping scholarship is funded by USC students and is granted in recognition of outstanding volunteer efforts in the community. I understand the students voted to continue to fund that program at the college, which is a pretty good indication, I think, of their interest and concern.

Phil Braden, we welcome you here as a member of the Montgomery County Conservation Corps. We saw this group a few weeks ago at our press conference, and we are delighted to have you here. Are you a little out of breath?

Mr. **BRADEN**. No; just a little nervous.

The **CHAIRMAN**. No. Everyone should be relaxed here. This is an important program; we want to hear from you. We look forward to hearing from all of you.

Ms. Hodge-Williams, we will be glad to have you say a word.

## STATEMENT OF SAMANTHA HODGE-WILLIAMS, STUDENT VOLUNTEER, MAGIC ME, BALTIMORE, MD; PHIL BRADEN, MEMBER, MONTGOMERY COUNTY CONSERVATION CORPS, ROCKVILLE, MD; JAMES SAKAMOTO, STUDENT, UNIVERSITY OF SOUTHERN CALIFORNIA, LOS ANGELES, CA; FRANK J. SLOBIG, CO-DIRECTOR, YOUTH SERVICE AMERICA, WASHINGTON, DC; MARGARET ROSENBERRY, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF SERVICE AND CONSERVATION CORPS, WASHINGTON, DC; AND TODD CLARK, EDUCATION DIRECTOR, CONSTITUTIONAL RIGHTS FOUNDATION, LOS ANGELES, CA

Ms. **HODGE-WILLIAMS**. Senator Kennedy, my name is Samantha Hodge-Williams. I am 13 years old, and I am a member of the Magic Me Program at the Bryn Mawr School in Baltimore.

Three years ago, my first reaction to visiting a nursing home was that it was a good excuse to get off the school campus. I had no idea how much I would learn. Magic Me has opened my mind to other worlds that I had known about but had never experienced—the worlds of the poor, the handicapped, the elderly, the lonely and the suffering.

It showed me that my world is only a small part of the real world, and my worries are not everything. It makes me appreciate what I have. I have learned I can make a difference, and because of that, I now feel I have a responsibility to do so.

I have gained confidence in unfamiliar situations. But Magic Me is more than all of this, for my friends and I are not the only ones who benefit. Each of our visits touch the lives of those who live in the nursing homes and who often have no other visitors. Every week, these patients meet someone from Magic Me, who is interested in them as a person. It makes them feel like an individual again and gives them something to look forward to.

Magic Me offers a rare opportunity to people like myself, who come from relatively sheltered backgrounds, at an age when we are changing and starting to think about our futures.

I am convinced that the Magic Me exposure will determine for some of us what we will do when we grow up. I know it has been a major influence on me. It has given me confidence in who I am and the chance to make a difference.

Thank you.

The **Chairman**. Fine. We will hear from each of the young people, and then come back for some questions.

Mr. Braden, would you like to tell us a little bit about your experience in the Montgomery County Conservation Corps?

Mr. **Braden**. Good morning, ladies and gentlemen.

My name is Phil Braden. I have been working for the Montgomery County Conservation Corps for 18 months. In those 18 months, it has given me a full-time job and a chance to pick up my reading skills, and to work outdoors, planting trees and working with the environment.

I heard about the Corps through the Pre-Release Center and the opportunity it could give me—opportunity involving carpentry, planting, landscaping, operating heavy equipment, and farming.

The projects I completed were challenging, but when I complete a project, I feel good about myself. Some of the projects I have been involved in are working with the Park and Planning Commission on the Buzzard Farm; working at Brookside Nature Center on a retaining wall; and making maple syrup. We are now completing work at the Trolley Museum, laying down track.

The Corps made me realize that I am somebody, and that anybody can learn to do what they put their minds to.

Thank you.

The **Chairman**. Great. Thank you very much.

Senator Mikulski, we are happy to see you. You are here just in time. We had a very nice comment from Mr. Braden here, who is a member of the Montgomery County Conservation Corps in Rockville, Maryland, and there will be an opportunity to hear him out a little more when the panel has completed their statements.

Do you have any words at this time?

Senator **Mikulski**. Well, Senator Kennedy, I want to thank you for continuing to hold these hearings on national service. We talked last week about how we can create an ethic of volunteerism in this country, and really, as we look at all the legislation, where we could have a continuum of national service for the kids in school, the kids who might be out of school, all the way through to "golden oldies" who want to be part of the action as well.

I think the people who have been doing this are far more eloquent in what they have to say than this Senator, so I am happy to listen to the discussion.

The CHAIRMAN. Thank you, Senator Mikulski. That is a good introduction to Mr. Sakamoto.

We look forward to hearing what you have been doing, Mr. Sakamoto.

Mr. SAKAMOTO. Good morning. My name is James Sakamoto, and I am currently a sophomore at the University of Southern California.

My involvement in volunteer work began in 1984 during my first year at Los Angeles High School. Los Angeles High is an inner city school near downtown Los Angeles and boasts one of the most ethnically diverse student bodies in the city.

Currently, I am working with Los Angeles High Youth Service Program as a mentor, helping the students organize their projects. In addition, I work part-time as a teaching assistant, helping the English teachers at the school grade high school-level essays.

Please let me spend a moment with you sharing some of my observations and experiences regarding the importance of the Youth Service Program.

I decided to get involved with community service as a way to improve my leadership and communication skills. Equally important, however, is the fact that it gave me a chance to get to know those of different ethnic backgrounds, because it provides the opportunity for those who would otherwise remain in segregated groups to get together as a single entity.

Community service not only improves relations between students and other students, and students and teachers, but it also serves as an effective bridge between schools and the community.

As local citizens and industries see that a group of students are "making a difference", they are more apt to get involved themselves.

Over the last 5 years, I have actively participated in numerous volunteer projects. Included among them are convalescent home visitations, organizing Red Cross blood drives; working with the Braille Institute, and feeding the homeless.

Volunteer work has definitely changed my life. It has given me the opportunity to share with others the common goal of service. Community work helps everyone deal with our Nation's problems in a positive and powerful way. I believe all American high school students should have the same opportunity that I had to take part in learning the skills vital to making a positive contribution to our society.

Therefore I strongly support the effort being made to encourage the widespread development of school-based service.

Thank you.

The CHAIRMAN. Thank you very much.

[The prepared statement of Mr. Sakamoto follows:]

# STATEMENT OF
# JAMES SAKAMOTO, STUDENT VOLUNTEER
# CONSTITUTIONAL RIGHTS FOUNDATION
# LOS ANGELES, CA

ON

# "THE IMPACT OF SCHOOL-BASED YOUTH SERVICE"

Hearings Before

COMMITTEE ON LABOR AND HUMAN RESOURCES
HON. EDWARD M. KENNEDY, CHAIRMAN

MARCH 14, 1989

**Statement of Mr. James Sakamoto, Student Volunteer, Constitutional Rights Foundation, Los Angeles, California on the Impact of Youth Services.**

My name is James Sakamoto and I am currently a sophomore attending the University of Southern California. I became involved in volunteer work in 1984 during my first year at Los Angeles High School. My high school is an ethnically diverse school near the center of Los Angeles. Once, it was the city's only high school. The opportunity to work with other students on various volunteer projects has been an invaluable experience. Community service has changed my outlook on life in terms of believing that every American needs to take an active role in helping their country. Volunteer projects that I have participated in include:

- The Braille Institute
- Sponsoring a child in Sri Lanka
- Red Cross Blood Drives
- Convalescent home visitations
- Para los Ninos (for the homeless living on skid row)
- Children's Institute International

## Sharing a Common Goal

I can recall the first time that the Youth Community Service group met at Los Angeles High School. There we were, 12 students from extremely diverse ethnic and social backgrounds trying not to stare at each other as we individually pondered what we were getting ourselves into. After the first meeting, however, we all knew that community service had the potential to evolve into something truly special. All of the students were there to prove that despite our different backgrounds, we shared one common goal: to help others.

## Encouraging Ethnic Diversity

Although Los Angeles High prides itself on the ethnic diversity of its students, it is not uncommon to find people grouping together according to their racial backgrounds. The Hispanics tend to befriend other Hispanics, the Blacks with the other Black students, the Asians with fellow Asians, etc. This is what makes our group so unique and special. The idea of volunteering time to help others provides an opportunity for those who would otherwise remain in segregated groups to join together as a single entity. Community service was, and still remains, one of the most culturally integrated activities that goes on at Los Angeles High. Stereotypes are broken down as we learn to appreciate the differences in our cultures and find out that after all is said and done, we are all basically the same and share similar goals.

## Developing Personal Skills

When I first became involved with community service, my leadership and communication skills left a lot to be desired. I decided to get involved in community service as a way to help develop these abilities. Community service provides an opportunity for young people to develop communication and leadership skills which are a prerequisite for success. One volunteer, Roxanne Ramirez, stands out as a prime example of the benefits of community service. I remember the first meeting which Roxanne attended. She sat in the back corner of the classroom and rarely spoke unless asked to respond to a question. Over three years, she has blossomed into a dynamic and vocal volunteer.

### Maintaining the Volunteer Spirit

My community service involvement did not end when I graduated from high school. Currently, I am working with Los Angeles High's volunteer service program as a mentor helping students organize their projects. In addition, I am a Norman Topping Scholar at the University of Southern California. USC awards students who have volunteered time in the community with a scholarship funded by the students of the school. Recently, students were given the opportunity to vote on whether or not they wanted to continue to pay $4 per semester to keep the fund alive. The program received overwhelming support, thus demonstrating that community service is well-regarded and that public service is continuing to gain more respect. The volunteer experience has become a permanent part of my life and the lives of many others from my high school. It is rare to find anyone who was once involved in community service who is not still participating in volunteer work. Some people now have jobs with the agencies with whom they once worked as volunteers. For example, a former volunteer, Jose Zelaya, is currently working part-time with a nonprofit organization called Children's Institute International which works with neglected and abused children.

## Expanding Program Activities

Many of the volunteer functions that our group initiated five years ago are still going strong today. Activities such as convalescent home visitations, Red Cross blood drives, sponsoring a child in Sri Lanka and working with the Braille Institute continue to expand as new members bring fresh ideas to keep these programs alive. In fact, our YCS group was the first to work in conjunction with inner-city organizations to feed the homeless in downtown Los Angeles. Ironically, the program has grown so much that last Thanksgiving, there were more high school volunteers than the event needed! Therefore, community service serves as a nucleus which attracts other students to get involved with the needs of their community.

## Building Bridges with the Community

Community service at Los Angeles High not only breaks down barriers between students and teachers, but it also serves as an effective bridge between schools and the community. As local citizens and industries see that a group of students are "making a difference," they become more apt to get involved themselves by donating funds and supplies. Community service is a hub which brings people together to work at solving many of the social problems that face our society today.

## Creating a Service Commitment

Community service has changed my outlook on life. It has given me the opportunity to share with others the common goal of service. Community work helps everyone deal with our nation's problems in a positive and powerful way. I believe all American high school students should have the same opportunity that I had to take part in learning the skills vital to making a positive contribution to society. Therefore, I strongly support the effort being made here to encourage widespread development of school-based service that would result from the Kennedy "Serve America" legislation.

Constitutional Rights Foundation
601 South Kingsley Drive
Los Angeles, CA 90005
(213) 487-5590

The CHAIRMAN. Let's get back to Samantha. How long have you been in this program, Samantha?

Ms. HODGE-WILLIAMS. Three years.

The CHAIRMAN. So you started when you were how old?

Ms. HODGE-WILLIAMS. Ten.

The CHAIRMAN. And did you find that even at that age you were able to make some kind of contribution or involve yourself in some useful way, even at that young age?

Ms. HODGE-WILLIAMS. Over the years, I found more and more than I could make a difference. In the beginning, I was not so sure about it, but now I really think I can.

The CHAIRMAN. But even when you started it at ten, did it make a difference to you?

Ms. HODGE-WILLIAMS. Yes.

The CHAIRMAN. So you think anyone even as young as 10, 12, 13 can become involved in some kind of a service program that can make some difference both to the person whose life they are touching, and to themselves.

Ms. HODGE-WILLIAMS. Definitely; both people.

The CHAIRMAN. How did you get the skills to do what you are doing with the individuals at the nursing home?

Ms. HODGE-WILLIAMS. In the beginning, we talked to the person who started Magic Me, for a few sessions.

The CHAIRMAN. Who was that? Why don't we get that on the record.

Ms. HODGE-WILLIAMS. Kathy Levin. She is the founder of Magic Me. And we talked to her for a few sessions, and my leader Ms. Brecht also helped me. Then we went there—

The CHAIRMAN. Where did you go?

Ms. HODGE-WILLIAMS. We went to Mount Vernon, to a nursing home. You can go with older people who had been with Magic Me for a few years. You get comfortable with people; you slowly become more confident and comfortable with yourself.

The CHAIRMAN. And so you meet some of the people at the nursing home?

Ms. HODGE-WILLIAMS?

The CHAIRMAN. And what sort of things do you do there?

Ms. HODGE-WILLIAMS. You talk to them; you bring them things; you try to brighten up their lives a little, talk about your week or things that they did this week.

The CHAIRMAN. Good. Have you told some of your friends that you go to school with about this experience of going to the nursing home? Have you told them about how you have enjoyed the program?

Ms. HODGE-WILLIAMS. Yes; my friends go with me.

The CHAIRMAN. Do they enjoy it, too?

Ms. HODGE-WILLIAMS. Yes. We all really like it. It is a lot of fun. We benefit as well as the nursing home people.

The CHAIRMAN. Very fine.

Mr. Braden, we are glad to have you with us. Do you enjoy working outside?

Mr. BRADEN. Yes, I do.

The CHAIRMAN. Have you always enjoyed the out-of-doors?

Mr. **Braden**. Well, I did not know at first that I liked working outside, until I joined the Conservation Corps. I like working outside and working with my hands.

The **Chairman**. And you seem to enjoy working—do you?

Mr. **Braden**. Yes.

The **Chairman**. Well, that is strange, you know—a lot of people might not give that answer. So I think it is important. There are a lot of useful and extremely important things outside, both in terms of communities and in terms of the country that need being done.

Do you enjoy working with other people, too?

Mr. **Braden**. Yes.

The **Chairman**. And you are a crew director, are you? Tell me a little bit about that.

Mr. **Braden**. Yes. There are around eight people who work on a crew. Right now, what we are doing is working with old trolley cars, and we are laying down new track, and some old track, too.

The **Chairman**. Are the trolley cars used now in transportation, or will they be?

Mr. **Braden**. No. It is a trolley museum.

The **Chairman**. I see. Outside of San Francisco and a few other cities, most of the old trolleys have been replaced, and a lot of people do not even know about them.

What about the other kids in your crew, are they young like yourself?

Mr. **Braden**. Yes, they are. They are between 17 and 22.

The **Chairman**. How do you learn about the planting and the out-of-doors? Do you have someone who sort of shows you how to do things?

Mr. **Braden**. Yes. We have a foreman. It is like job awareness; we learn on the job. They teach you on-the-job, like planting trees, how to landscape, carpentry, how to draw plans.

The **Chairman**. Has it meant a lot to you just personally? Have you enjoyed it?

Mr. **Braden**. I have gotten a lot out of it. I like working outdoors. I know the trees now; you know, I can go in the woods now, and I would know what this tree is and that tree is, and how to plant them so they won't die. I enjoy my work.

The **Chairman**. You are getting some good skills, too. I imagine there are a lot of needs in both conservation and in industry. The whole area of the landscaping industry is an important one and a growing one as well. Do you think you are getting some skills that might be helpful to you in the future?

Mr. **Braden**. Yes, I do. I think I am helping the environment by planting trees, because we are really losing a lot, going downhill.

The **Chairman**. So you enjoy making a little difference that way, doing something about the environment.

Mr. **Braden**. Yes. If I am doing something, at least I know I am doing something, and I know somebody else is out there, doing the same thing I am doing. And I like working with other people and showing them my skills.

The **Chairman**. You like to share what you have learned with others. Do they seem to catch on a little bit, too, the other members of the crew and some of the newer, younger members—do they like learning from you, too?

Mr. **Braden**. Yes. I am crew leader right now, so they kind of look up to me.

The **Chairman**. Are you nice to them, or tough with them, or both?

Mr. **Braden**. Well, you know, you have to give them a little slack—you can't give them too much.

The **Chairman**. Well, I don't think I would fuss with you much, myself. [Laughter.]

Thank you very much.

Mr. Sakamoto, tell us a little bit about your program and how long it has been going on.

Mr. **Sakamoto**. Okay. It is called Youth Community Service. It started five years ago—I think Mr. Clark is going to touch upon it a little more. But it was a joint project between the L.A. Unified School District and the Constitutional Rights Foundation. It is called Youth Community Service.

It was a pilot program when I first started that year, and it involved getting together students on a voluntary basis who wanted to join a group of students who were going to work with the immediate community around them to try to help out.

The **Chairman**. And how many students are generally involved in the whole program?

Mr. **Sakamoto**. At L.A. High, it started out with 15 students. It has grown to about 35 now. But it encompasses more than that, because every time there is a volunteer project, it brings together a lot of people who are not officially in the group, so it brings in a lot more people and the community around it as well.

The **Chairman**. We hear a lot about students being apathetic and not interested in their communities. What is your own impression from being out there with the students and talking with them?

Mr. **Sakamoto**. Well, I see it changing. I think it is getting better—I am not saying it is great yet. But I think if it gets more attention that people would get more the idea that it is very acceptable, and it is a good thing to do, and more people will get involved if it gets more attention.

The **Chairman**. What has this all meant to you since you have been involved? What does volunteering mean to you, personally?

Mr. **Sakamoto**. Well, it has given me an opportunity to really see that there is more going on in the world than my schooling and my family; that there are other problems that have to be dealt with. And as long as I can help in a little way—I think it is stronger in groups—when people get together, you have more of a say-so and a little more of a voice. And it has given me the opportunity to express myself in ways that I do not think I would be able to do on my own.

The **Chairman**. You comment about the diversity in L.A. County, and I expect that is going to continue for some period of time. Do you think that volunteering, helps break down some of the barriers or misunderstandings that exist between various groups?

Mr. **Sakamoto**. Definitely, because even though L.A. High is a very ethnically diverse campus, it takes group such as Youth Community Service to really get people to come together as a single group, because most of the time they will have their different organizations. But when you bring together a common cause such as community service, people tend to get together, and it does break down barriers, because we start talking to each other and realize that maybe we are not so different after all.

The **Chairman**. All right, thank you.

Senator Mikulski, would you like to comment just briefly before we go to the directors of the organizations?

Senator **Mikulski**. Senator, I have two questions for the young people who are out there volunteering.

First, I want to congratulate you for the actual volunteerism that you are doing and the kind of spirit that you bring to the communities, not only for the hands-on service that you have done, but I have a feeling that you have sparked other kids. Nobody goes volunteer without turning to somebody else and say, "Why don't you come with me"—am I right—and each one of you is probably the best recruiter.

My question is, when looking at this continuum, what is the age group that you think is best for us to reach out to in terms of encouraging volunteerism in a structured kind of program where it is ongoing? Some people will volunteer at any age to maybe visit a nursing home at Christmas, but we are talking about an ongoing nursing home visitation program. Some people might do a dance-a-thon for the Heart Association. But those are events that people volunteer in that any age group can do.

My question is at what age do you think we can reach out to have the biggest impact to create a sense of volunteerism, but where we can expect kids or young people to be able to be there on a more sustained, reliable basis? Do you have any ideas?

Should it be the first grade, should it be the seventh grade? Mr. Sakamoto, why don't we start with you and then go down to Mr. Braden and my fellow Marylander, Samantha Hodge-Williams.

Mr. **Sakamoto**. I think it could start at the kindergarten age, because that is the first time when kids are really getting together as a group, and if they see that it starts when they are young, then it would seem almost like a part of their lives, and it would not be a big deal anymore. We should not have to say "community service"; it should just be part of their lives, I think.

Senator **Mikulski**. What could a kindergartner do week after week?

Mr. **Sakamoto**. Oh, the convalescent home visitations, and things where they do not have to actually plan out a written plan or anything; they can just go down and talk to these people, and that makes a world of difference, and they will see that they will feel good about themselves, and they are helping other people at the same time.

Senator **Mikulski**. Or first-graders could start a pen pal relationship with somebody who is in a hospital or in a nursing home, and they would get the little cards and so on.

What about you, Mr. Braden? What grade do you think we should start—how old are you? I missed that.

Mr. **Braden**. Twenty-two. I think it should start after you graduate from high school, because that is when you are real gullible; you know, you are not sure about yourself and where you want to go.

I think the Conservation Corps leads you what way you want to go.

Senator MIKULSKI. It gives you a direction and a navigational chart.

Mr. BRADEN. Yes.

Senator MIKULSKI. Right after high school, you are not sure quite what's up.

Mr. BRADEN. Yes. It gives you a footing.

Senator MIKULSKI. Do you think we could start Conservation Corps-type work, though, at a younger level—say, junior high, cleaning up playgrounds type work?

Mr. BRADEN. I think so. They could help out their community, yes. But I think after you graduate, or between 16 and 17, you should start out.

Senator MIKULSKI. What about you, Ms. Hodge-Williams.

Ms. Hodge-Williams. I think you can start really young. I think it should be definitely stressed in middle school years, though, basically because, like I said, it is a time when people are really starting to change and really starting to think about their futures, but still have their options open, many people do. So I think that is when it should be mainly stressed.

Senator MIKULSKI. So really what you are saying is with a little creativity, if we get particularly the schools or scouts or so on involved, we could start at any age, but it would vary according to that.

You know, I never thought about that—I never thought about a kindergartner out there, doing something. I guess the further away you get from that age group [Laughter.]

Although I am pretty good with Play-Do, Senator Kennedy.

The CHAIRMAN. They have the children folding napkins up in Springfield for the food programs that are run by the community service for the seniors. The kids enjoy it.

Senator MIKULSKI. My last question, though, is do you think it should be mandatory? In other words, should we mandate programs, say, starting in the middle schools, or should we leave it more flexible? Should we mandate it, say, as a requirement for graduation, that before you leave the Maryland school system or the California school system, that somewhere, either through scouts or schools or whatever, you would have invested "x" number of hours in your own community? Or, do you think we should be more flexible than that?

Mr. SAKAMOTO. Well, in terms of mandatory, maybe in terms of graduation from high school, but I don't think it should be mandatory in terms of getting any type of college help or tied to anything financially in terms of the future of higher education.

Maybe if there is a program that would entice students to get involved in terms of high school credit or junior high school credit, then it might work. But mandatory is pretty hard, because if you do not have people who want to do it, they are not going to do a good job, and it could put a bad name to community service if it is a lousy job.

The CHAIRMAN. What about you, Mr. Braden? Do you think that in order to be able to get your high school diploma that we should mandate community service at middle school, junior high school or high school, say, at least a semester; or do you think it ought to be just up to the kids who would like to be able to do that?

Mr. BRADEN. I think it should be up to the kids, because if not, I think people will drop out of school because, you know, we pay per hour, and that way they know, "Well, I'm getting paid per hour," and they will not finish school, so they will have to get a G.E.D. I think they should finish school before they come to work with us.

Senator MIKULSKI. By the way, I am real familiar with the Montgomery County Conservation Corps. In fact, some of the work I have done on my own legislation took in the experience of that Conservation Corps, so I am real proud of what you are doing there.

What about you, Ms. Hodge-Williams?

Ms. HODGE-WILLIAMS. I think it should be mandatory for just a few weeks maybe in different sorts of community service. It does not have to be visiting nursing homes or hospitals or whatever, but just so that people get an idea, because a lot of people do not have any idea what it is all about. And one they get an idea, then they can decide for themselves. But I think it is good just for a few weeks, maybe.

Senator MIKULSKI. Good. Thank you.

Senator Kennedy, we could keep these young people all morning, but I've got some pretty good ideas.

The CHAIRMAN. Very good.

We will hear now from those who have been structuring these programs. First, Frank Slobig, who is the Co-Director of Youth Service America, which promotes and helps with a wide variety of service opportunities. Thank you very much for coming today, Mr. Slobig.

Mr. SLOBIG. Mr. Chairman, I just broke my glasses, so I may be a little awkward juggling my glasses here.

Thank you, Mr. Chairman. I am delighted to appear before you this morning to testify about the importance of youth service and specifically about Serve-America, the Service to America Act of 1989.

My name is Frank Slobig, and I am the Co-Director of Youth Service America, a national organization that has brought to the field a more focused and overall vision and a sense of unity among the chief players, two of whom I am privileged to have with me here at the table today.

We have been active in hammering out the elements of a unified policy framework and have been successful in gaining favorable publicity for the field. We are now becoming more actively engaged in identifying and promoting a range of new expansion strategies for the youth service field at-large.

My views this morning have been strongly influenced by a set of principles developed by a Working Group on Youth Service Policy, a group of 14 major service organizations including those represented by Peg Rosenberry and Todd Clark here this morning, groups who have been active in the youth service field for many years, that Youth Service America convened to assist in shaping in a national public policy for youth service.

The working group has not yet reviewed your bill, Senator, but plans to do so at its next meeting on the 28th of this month.

The **Chairman**. We are asking that they review all of the bills.

Mr. **Slobig**. We have reviewed all those that have already come out and have provided or are providing to the proponents of each of the bills specific observations and recommendations about their bills. The working group will do that on your bill after it meets later this morning.

First, let me state that I applaud you, Mr. Chairman, and the committee for the role you are playing in giving the proponents of the varied youth service bills a truly fair hearing. Through these hearings, this committee will be able to combine the best features of all of the youth service legislation, hopefully in one omnibus and truly bipartisan act, that will enable the youth service field to move forward with great strides.

As to the specific merits of the Service to America Act, we believe it incorporates many of the guidelines we in the Working Group on Youth Service Policy have formulated. Most importantly, Serve-America seeks to build upon and expand the existing network of youth service programs.

It incorporates all the streams of service—school-based, campus-based, community-based, and full-time youth corps programs for out-of-school youth—into its very broad framework.

Serve-America ensures that young people from all segments of our society will be involved in service. By calling for service to begin in the earliest grades to grow into sustained community action in secondary schools and colleges and to become a lifelong habit, we believe that increasing numbers of young Americans will in fact be involved in community service from childhood to early adulthood and beyond, and that service will become woven into the very fabric of American life, generation after generation.

Serve-America also promotes a wide diversity of service and encourages a variety of vehicles, schools, governmental entities, nonprofit organizations and public/private partnerships.

It also directs that substantive work be accomplished and that these accomplishments be reported to the public. It asks young people to make a significant and sustained commitment to meeting these needs in our Nation.

The Act encourages innovation, creativity and long-term sustainability of youth service at all levels. It provides ways for its funds to leverage more public/private support for youth service. It also asks agencies of the Federal Government to seek ways through existing programs to expand service opportunities for all Americans.

The Act makes a point of calling for national and local recognition to outstanding individuals and programs involved in youth service so that national and local leadership will advocate, honor and promote youth service.

As you well know, Mr. Chairman, youth service recognizes and responds to a theory of complimentary needs—the needs of the community and the needs of young people. On the one hand, local communities, indeed the whole country, need active, energetic workers who can bring idealism and enthusiasm to the tasks they perform.

On the other hand, young people want to be engaged and needed. They benefit from being resources, not recipients; givers, not takers; part of the solution rather than part of the problem.

The genius of the best of local programs is that they transform the view of who young people are and what they are capable of.

I urge this committee to continue to challenge the conventional stereotypes about today's young people. They should not be dismissed as apathetic or uncaring. In every State, in nearly all the cities across America, young people are responding to the call of service.

Allow me to balance my praise for what you have proposed with a few cautionary observations about some elements of your bill and add some recommendations about missing elements that we feel you ought to consider.

First, let me urge you to consider an alternative administrative model to any existing Government department or agency at Federal or State levels. Our Working Group on Youth Service Policy recommends the establishment of a trust of the United States. An independent, Federally-chartered entity could be funded jointly by public and private resources. Its board could be truly bipartisan and operate with a measure of autonomy from each passing Administration. A foundation for youth service could work creatively to strengthen the growing grassroots youth service movement to directly support the entrepreneurs who have created these programs and united them into a network with a coherent philosophy.

It could help directly finance the best expansion strategies at the local, State and national levels without shifting the power of the purse-strings to Federal and State Government officials.

Youth service is a treasure of the American people. Let us create an enduring entity to preserve and enhance youth service throughout our society. A trust of the United States can achieve these purposes better than a conventional Government-administrative model.

Second, please reconsider the use of any existing Federal formula for allocating funds. The vitality and creativity of the existing youth service program network has resulted in great part from the innovation of civic entrepreneurs who have made things happen, often outside of Government bureaucracies. A formula allocation approach could dampen the flexibility and decrease the likelihood of such dynamic developments continuing.

Third, a greater role for Governors ought to be promoted. A substantial portion of funds could be allocated to interested Governors to initiate and stimulate innovative approaches outside of the traditional educational channels.

Governors, as several already are, could become truly effective champions for youth service. They could stimulate new community partnerships of State and local government, schools, businesses and community agencies.

And finally, as someone who has played the in-kind matching game at the local program level, I urge you to eliminate in-kind matches. If you are going to have any kind of a match, require real additional dollars. This will increase the leveraging capability of the Federal funds and ensure an increased level of real funding for local programs.

Senator, as a supplement to this brief testimony, I have also submitted additional information which describes the breadth and depth and diversity of youth service in America today and asks that it be incorporated into the record.

I wish to thank you for the opportunity of testifying and assure you that the staff of Youth Service America will continue to work with the committee as the legislative process continues to craft a bill to advance the full range of youth service initiatives.

Thank you very much.

The CHAIRMAN. Thank you very much. That material will be so included.

[The prepared statement of Mr. Slobig (with an attachment), follows:]

YOUTH
SERVICE
AMERICA

**Testimony**

**before the**

**Senate Labor and Human Resources Committee**
**on**
**"National and Community Service Legislation"**

Tuesday, March 14, 1989

by

**Frank J. Slobig, Co-Director**

**Youth Service America**

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Mr. Chairman and members of the Committee, I am very pleased to appear before you this morning to give testimony about the importance of youth service, and especially about "Serve America: The Service to America Act of 1989." My name is Frank Slobig; I am co-director of Youth Service America, a national organization that promotes and develops youth service programs in all the streams of service all across the country, for students in schools and colleges and for out-of-school young people in full time state and local youth corps.

Youth Service America has played a pivotal role in developing the youth service field to this point. We have brought to the field a more focused overall vision and a sense of unity among the chief players. We have provided valuable technical assistance at local and state levels. We have been active in hammering out the elements of a unified policy framework. We have been successful in gaining favorable publicity for the field. Now we are becoming increasingly active in identifying and promoting a range of new expansion strategies.

The views that I am about to express are my own and those of Youth Service America. However, I would like to emphasize that these views have been strongly influenced by a set of principles developed by the Working Group on Youth Service Policy. This is a group of 14 major youth service organizations, active in this field for many years and convened by Youth Service America to assist in shaping a national public policy for youth service. The Working Group has not yet reviewed your bill but will do so in the near future. If possible we would like the observations and recommendations that will be made by the Working Group to be included in the hearing record.

First, let me state that we applaud you, Mr. Chairman, and the Committee for the role you are playing in giving the proponents of the varied youth service legislation a fair hearing. There are good features in each one of the bills that has been introduced in the 101st Congress. Through these hearings this committee will be able to combine the best features of all of the youth service legislation in one omnibus and bipartisan Act that will enable the youth service field to move forward with great strides.

As to the specific merits of the Service to America Act, we believe that it incorporates many of the guidelines we and the Working Group on Youth Service Policy have formulated: most importantly, Serve-America seeks to build upon and expand the existing network of youth service programs. It incorporates all the streams of service -- school-based, campus-based, community-based, and out-of-school youth (17 - 25) -- into its very broad framework.

Serve-America ensures that young people from all segments of our society will be involved in service, whether they are in or out-of-school. Because the Act calls for "service to begin in the earliest grades, to grow into sustained community action in secondary schools and colleges, and to become a lifelong habit," we believe that increasing numbers of young Americans *will* be involved in community service from childhood to early adulthood. Service will become woven into the fabric of American life, generation after generation.

Serve-America promotes a wide diversity of service and encourages a variety of vehicles -- school-based programs; campus-based programs; statewide, county and federal programs; community/city-based programs; nonprofit organizations and public/private partnerships. It also directs that substantive work is accomplished and that these accomplishments are reported to the public -- including conservation, housing rehabilitation, and such human services as education/tutoring, literacy, daycare, and maintaining the quality of life of elderly citizens. It asks young people to make a significant and sustained commitment to these needs of our nation.

The Service to America Act encourages innovation, creativity, and long-term sustainability of youth service at all levels. It provides ways for its funds to leverage more public/private support for youth service. It also asks agencies of the federal government to seek ways through existing programs to expand service opportunities for all Americans.

The Act makes a point of calling for national and local recognition to outstanding individuals and programs involved in youth service, so that national and local leadership will advocate, honor and promote youth service.

Mr. Chairman, as you well know, youth service recognizes and responds to a theory of complementary needs -- the needs of the community and the needs of young people. On the one hand, local communities, indeed the whole country, need active, energetic workers who bring idealism and enthusiasm to the tasks they perform. On the other hand, young people want to be engaged and needed. They benefit from being *resources* not recipients, givers not takers, part of the solution not part of the problem. The genius of the best of local programs is that they transform the view of who young people are and what they are capable of.

I urge this committee to continue to challenge the conventional stereotypes about today's young people. They should not be dismissed as apathetic or uncaring. In every state, in nearly all the cities across America young people are responding to the call of service.

Allow me to balance my praise for what you have proposed with some cautionary observations about a few elements of your bill and add some recommendations about missing elements that could be considered.

First, let me urge you to consider an alternative administrative model to any existing government department or agency at federal or state levels. Our Working Group recommends establishment of a Trust of the United States. An independent, federally-chartered entity could be funded jointly by public and private sources. Its board could be bi-partisan and operate with a measure of autonomy from each passing administration. A Foundation for Youth Service could work creatively to strengthen the growing, grass-roots youth service movement to directly support the entrepreneurs who have created these programs and united them into a network with a coherent philosophy. It could help directly finance the best expansion strategies at the local, state and national levels without shifting the power of the pursestrings to federal and state government officials. Youth service is a treasure of the American people. Let us make our national efforts a public-private enterprise. Let us utilize national resources to assist the leaders of the exciting new network of programs in their efforts to involve more young people in service. Let us create an enduring entity to preserve and enhance youth service throughout our society. A Trust of the United States can achieve these purposes better than a conventional, government administrative model.

Second, please reconsider the use of any existing federal formula for allocating funds. The vitality and creativity of the existing youth service program network has resulted in great part from the innovation of civic entrepreneurs who have made things happen. A formula allocation approach could dampen flexibility and decrease the likelihood of such dynamic developments.

Third, a greater role for governors ought to be promoted. A substantial portion of funds could be allocated to interested governors to initiate and stimulate innovative approaches outside of the traditional educational channels. Governors could become effective champions for youth service - as several already are. They could stimulate new community partnerships of state and local government, schools, businesses, and community agencies.

Finally, as someone who has played the in-kind matching game at the local program level, I urge you to eliminate in-kind matches and require real additional dollars. This will increase the leveraging capability of federal funds and assure an increased level of real funding.

As a supplement to this brief testimony I have also submitted additional information which describes the breadth and diversity of youth service in America today and ask that it be incorporated into the record. I wish to thank you for the opportunity to testify today and assure you that the staff of Youth Service America will continue to work with the committee as the legislative process crafts a bill to advance the full range of youth service initiatives.

Thank you.

YOUTH
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AMERICA

# SPOTLIGHT ON SERVICE

## Leaders Push for More Public Service by America's Youth

Is the *"Me Generation"* becoming the *"We Generation"?*

Several signs indicate that a concerted effort by national and local leaders is stimulating a gradual reawakening of the 'service ethic' among America's young people:

***Youth service programs already in existence bring together people of different ages and varied ethnic groups in a way that few regular jobs can match.***

## The Big Picture

- Nearly 20 states have established full-time service corps in the 1980s that send young Americans into wilderness areas, small towns, and large city neighborhoods to work on projects ranging from conservation to community development.

- More than 30 cities and counties, including New York and San Francisco, have initiated full-time youth corps in recent years to engage young people in renovating buildings, helping care for elderly citizens, planting trees, tutoring grade schoolers, weatherizing homes, clearing tornado debris, and meeting a host of other local needs.

- One hundred forty-two college presidents including Georgetown, Notre Dame, Stanford and a host of other colleges and universities, have united to form the Campus Compact to press for more community service activities by college students. Brown, Harvard, Yale and Swarthmore have established million dollar endowments providing scholarships for students who have been involved in service programs.

- Recent surveys of private and public schools suggest a renewed commitment to student service programs. A survey by the National Association of Independent Schools found that two-thirds of its member schools responding to the survey (277 of 448) offer their students compulsory or voluntary service programs. A quarter of the private schools surveyed require students to do some type of service before they can graduate.

- The President and a majority of the United States Congress have approved legislation calling for a recommitment to overseas service by setting a goal to double the size of the Peace Corps. Members of Congress have introduced nine ambitious bills that would pave the way for domestic service programs utilizing the talents of young people on a national scale never before tried.

- Leaders in many sectors of society have become powerful advocates for the expanding network of youth service programs and are pushing the idea of national service for young Americans, either in the military or in civilian community service.

Whether or not these events constitute a significant trend leading to a national service program may not be known for years, but "the pendulum is swinging," says Frank Slobig, co-director of Youth Service America. "More and more people are disenchanted with the narrow 'me mentality.'"

"Some of the new service programs are a backlash against the career-grubbing and materialism of the 1980s, but

*continued on page 2*

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# High Schools, Colleges Establish Youth Service Projects

*America's growing elderly population benefits from the help that young adults provide through participation in community service programs.*

another factor is the magnitude of youth unemployment," says Youth Service America's other co-director, Roger Landrum. "A third factor is the federal budget cuts that destroyed CETA and the Young Adult Conservation Corps. That has forced states and localities—governors, mayors, school superintendents, juvenile court judges, and others—to think more about the wellbeing of their young people."

In short, service programs for teenagers and young adults are proliferating because the programs are seen as addressing numerous concerns—a reawakening of civic responsibility, curbing ethnic and racial isolation, instilling discipline and self-respect, providing job training, offering environmental conservation and human services, and addressing a variety of urban needs.

"With some 50 state and city programs, as well as naturally complementary programs in colleges and universities, we can build up a grassroots base for a national service plan," says Brown University President Howard Swearer. "The grassroots approach avoids the establishment of a large, stagnant federal bureaucracy, and it is much less expensive to fund the endeavor in a decentralized manner."

Influential foundations concerned with youth policies have lent considerable financial support to the effort. The Ford, Mott, ARCO, Hancock, Babcock, Public Welfare, Clark, Readers' Digest and Hewlett Foundations, for example, have funded in recent years the work of several organizations, including Youth Service America, to improve current youth service programs and stimulate the creation of new service projects across the country.

"We need some experiences early in life to recognize that giving is a part of the democratic compact," says James Kielsmeier, executive director of the National Youth Leadership Council. "Our form of government depends on people being able to balance their concern for personal rights with a concern and responsibility for the rights and needs of others."

Given the opportunity, young people are responding. Approximately 90,000 teenagers and young adults under 26 years of age have enrolled since 1981 in the 33 full-time year-round conservation and service corps scattered across the country. Several hundred students from 80 colleges in 27 states flocked to Washington, D.C. in April, 1987 to strategize about campus-based community service.

"The truth is, we don't adequately understand today's young people, their ambitions and frustrations, the sleepwalkers and the super achievers, the swing from rebellion to apathy, the drift of some toward self-destruction, the yearning of most for self-fulfillment," observes Ford Foundation president Franklin Thomas.

"I don't think young people today are any more materialistic than we were many years ago," argues William Basl, director of the Washington Service Corps. "We've just said to young people, 'You go to school.' But what about challenging them to go and be helpful in their neighborhoods on Saturday afternoons? We've fallen down on the job. We haven't sufficiently challenged the enthusiasm and the abilities of young adults."

That might be changing. The 142 college presidents in the Campus Compact are pushing national lawmakers to grant loan deferrals or outright loan forgiveness to students who choose to enter public service after graduation.

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*New immigrants in some localities learn English from youthful tutors working in public service programs operated by high schools, colleges, cities and states.*

# Full-Time Service Corps Gain Popularity and Praise

***When given a chance, many teenagers and young adults show they are eager to provide service that "makes a difference" in their communities.***

The proposal stems from a belated realization that college loans are saddling college graduates with debt and steering their career decisions away from vital but low-paying jobs.

The Campus Compact, led by Brown University President Howard Swearer, Stanford President Donald Kennedy, Georgetown University's Reverend Timothy Healy and others, has also decided that a larger proportion of college work-study funds should be targeted to students whose work off campus benefits the surrounding community. Senators Claiborne Pell (D-R.I.) and Dale Bumpers (D-Ark.) have crafted legislation to achieve these goals.

The four-year old Campus Outreach Opportunity League (COOL), based at the University of Minnesota, supports students involved in addressing community needs and has developed a network of service programs at 450 colleges. "The student involvement you see now is different from the student involvement of the '60s—it isn't a protest movement," notes Wayne Meisel, director of a COOL staff that has visited some 500 campuses in the past four years.

"The campuses, the students, the deans and other administrators are making a conscious effort to make their service programs permanent," Meisel continues. "College kids are seen as a barometer of society, and what's going on now is not protest-oriented, it's service-oriented."

That's why *USA Today*, which prides itself as the chronicler of America's trends, dubbed 1987 "the year of the volunteer on campus." Observes Roger Landrum of Youth Service America, "Many college charters contain a clause about community service, and those charters have been dusted off and reawakened as part of the mission of the universities."

Student involvement in community service exists as a mission at the high school level as well. The public school systems in Atlanta and Detroit require students to do service work. In Los Angeles, over 500 students at 22 high schools participate in a youth community service program sponsored by the Constitutional Rights Foundation.

In Maryland, state law requires all school districts to offer students the opportunity to voluntarily perform community service. And in Vermont, a non-profit organization known as SerVermont is working to set up student service programs in that state's 66 high schools.

"The average student completing the 12th grade has spent nearly 15,000 hours sitting in classrooms. Somewhere in there the law of diminishing returns comes into play," says a study of youth volunteer service conducted by Independent Sector, an association representing non-profit organizations. "For instruction to remain vital, effective, and relevant, we need to vary the settings and styles in which it is delivered."

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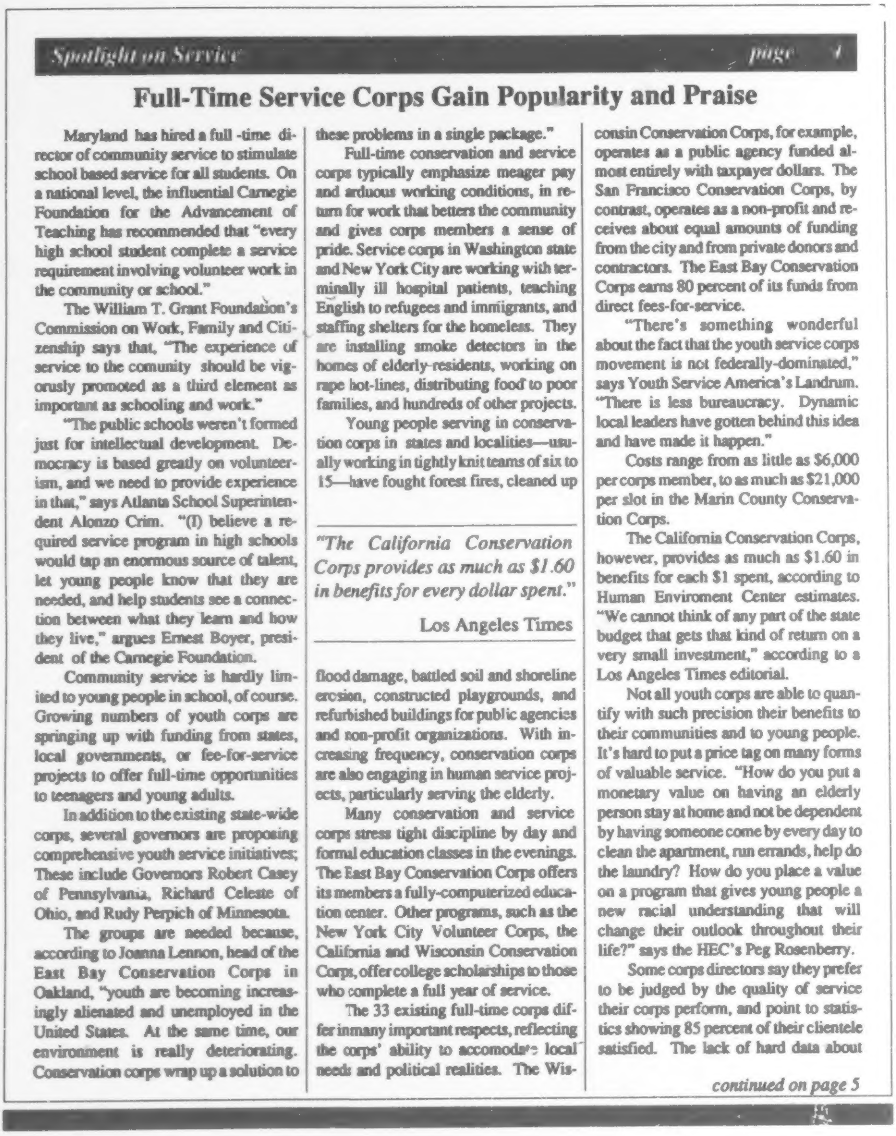
***The New York City Volunteer Corps sends young people into the homes of incapacitated elderly persons to do repairs, errands and provide companionship.***



# Full-Time Service Corps Gain Popularity and Praise

Maryland has hired a full -time director of community service to stimulate school based service for all students. On a national level, the influential Carnegie Foundation for the Advancement of Teaching has recommended that "every high school student complete a service requirement involving volunteer work in the community or school."

The William T. Grant Foundation's Commission on Work, Family and Citizenship says that, "The experience of service to the comunity should be vigorusly promoted as a third element as important as schooling and work."

"The public schools weren't formed just for intellectual development. Democracy is based greatly on volunteerism, and we need to provide experience in that," says Atlanta School Superintendent Alonzo Crim. "(I) believe a required service program in high schools would tap an enormous source of talent, let young people know that they are needed, and help students see a connection between what they learn and how they live," argues Ernest Boyer, president of the Carnegie Foundation.

Community service is hardly limited to young people in school, of course. Growing numbers of youth corps are springing up with funding from states, local governments, or fee-for-service projects to offer full-time opportunities to teenagers and young adults.

In addition to the existing state-wide corps, several governors are proposing comprehensive youth service initiatives; These include Governors Robert Casey of Pennsylvania, Richard Celeste of Ohio, and Rudy Perpich of Minnesota.

The groups are needed because, according to Joanna Lennon, head of the East Bay Conservation Corps in Oakland, "youth are becoming increasingly alienated and unemployed in the United States. At the same time, our environment is really deteriorating. Conservation corps wrap up a solution to these problems in a single package."

Full-time conservation and service corps typically emphasize meager pay and arduous working conditions, in return for work that betters the community and gives corps members a sense of pride. Service corps in Washington state and New York City are working with terminally ill hospital patients, teaching English to refugees and immigrants, and staffing shelters for the homeless. They are installing smoke detectors in the homes of elderly-residents, working on rape hot-lines, distributing food to poor families, and hundreds of other projects.

Young people serving in conservation corps in states and localities—usually working in tightly knit teams of six to 15—have fought forest fires, cleaned up flood damage, battled soil and shoreline erosion, constructed playgrounds, and refurbished buildings for public agencies and non-profit organizations. With increasing frequency, conservation corps are also engaging in human service projects, particularly serving the elderly.

> *"The California Conservation Corps provides as much as $1.60 in benefits for every dollar spent."*
>
> Los Angeles Times

Many conservation and service corps stress tight discipline by day and formal education classes in the evenings. The East Bay Conservation Corps offers its members a fully-computerized education center. Other programs, such as the New York City Volunteer Corps, the California and Wisconsin Conservation Corps, offer college scholarships to those who complete a full year of service.

The 33 existing full-time corps differ inmany important respects, reflecting the corps' ability to accomodate local needs and political realities. The Wisconsin Conservation Corps, for example, operates as a public agency funded almost entirely with taxpayer dollars. The San Francisco Conservation Corps, by contrast, operates as a non-profit and receives about equal amounts of funding from the city and from private donors and contractors. The East Bay Conservation Corps earns 80 percent of its funds from direct fees-for-service.

"There's something wonderful about the fact that the youth service corps movement is not federally-dominated," says Youth Service America's Landrum. "There is less bureaucracy. Dynamic local leaders have gotten behind this idea and have made it happen."

Costs range from as little as $6,000 per corps member, to as much as $21,000 per slot in the Marin County Conservation Corps.

The California Conservation Corps, however, provides as much as $1.60 in benefits for each $1 spent, according to Human Enviroment Center estimates. "We cannot think of any part of the state budget that gets that kind of return on a very small investment," according to a Los Angeles Times editorial.

Not all youth corps are able to quantify with such precision their benefits to their communities and to young people. It's hard to put a price tag on many forms of valuable service. "How do you put a monetary value on having an elderly person stay at home and not be dependent by having someone come by every day to clean the apartment, run errands, help do the laundry? How do you place a value on a program that gives young people a new racial understanding that will change their outlook throughout their life?" says the HEC's Peg Rosenberry.

Some corps directors say they prefer to be judged by the quality of service their corps perform, and point to statistics showing 85 percent of their clientele satisfied. The lack of hard data about

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# In National Service "Young People Have A Lot To Give"

benefits, however, creates skepticism among some politicians and sectors of the public who demand a clear cost-benefit ratio, in terms of youth employment.

"The problem facing youth corps is that they get confused with traditional employment programs. They are not," Rosenberry counters. She emphasizes that many youth corps, unlike traditional youth employment programs, stress an ethic of public service and reach out to youths of all economic backgrounds.

Certainly the programs, as a group, draw participants from every major ethnic group. The 100 youths in the San Francisco Conservation Corps are 50 percent Hispanic, 20 percent black, and 20 percent of Asian-Pacific heritage. The 250 young people in the Wisconsin Corps are 12 percent Native Americans and about 80 percent white. The New York City Corps contains nearly an even amount of male and female members, with seven out of ten black and 20 percent Hispanic.

***Full-time, year-round conservation corps challenge youths to serve with promises of "hard work, low pay, miserable conditions."***

"We are multi-cultural. Not every black or every person with a Hispanic name comes to us with the same set of values. They bring serious differences. That's what makes the idea of youth working in teams so valuable," notes New York City Volunteer Corps director, Gail Kong.

Nationwide, seven out of every ten young people in conservation and service corps come from economically disadvantaged families, reports the HEC in Washington, D.C. "When we're successful, we may have improved their employability, their education, their self-esteem, their understanding of the community and what it means to participate in it, or just the general quality of their lives and their relationships," says Jim Sternberg of the East Bay Conservation Corps. "In terms of those criteria, I'd say we're successful three quarters of the time. Given the odds against the corps members who come to us, I'd say that's a very high rate of success,"

"Lot's of young people come to the conservation corps as a rite of passage: from youth to adulthood; from the streets to employment; from no skills to becoming skilled. There are a lot of people in transition," according to Robert Burkhardt, who runs the San Francisco Conservation Corps.

For a quarter century, federal programs such as the Peace Corps and VISTA have provided that rite of passage for young people from all backgrounds interested in expanding their horizons. The spurt of youth corps in the 1980s is providing a similar broadening experience for teenagers and young adults who wish to serve.

One of the strongest ways to evaluate youth service in general and full-time service programs in particular is to listen to the young people involved in them. Many report that their corps experiences are much more formative than a normal job. And students indicate that their service projects often surpass classroom education.

"I've learned how to control my attitude, 'cause when I first came here I had a bad attitude, you know. I'd get ticked off real fast. But...the people on my crew, taught me how to stop and think about it before you blow up. And that means a lot to me," confides Deborah Wallace, formerly in the San Francisco Corps.

Listen to Carlos Bennett, who joined the CVC when he was a 19-year old high school dropout. Carlos, who earned his GED while in the Corps says, "I didn't want to leave the school for battered kids we were working in, but we had to." Bennett explains, "It was hard with them at first because the kids don't trust you. They were used to having adults hit on them. But you show them that all adults are not the same. You sit down and talk to them. You be patient. That's what I've learned in the Corps; That things can't happen right away."

Carlos graduated from the CVC in June 1987 and is now a student at New York Tech Community College. He also works as an assistant teacher at the Young Adult Institute teaching mentally retarded adults — a job he began while in the Corps. Carlos is thinking about transferring to a four-year college to study liberal arts and become a teacher.

Or listen to 26-year old Teresa Duffy, who drives 50 miles round-trip each day to serve on a project with the Wisconsin Conservation Corps that pays minimum wage: "My family thought it was strange, because it is a one-hour trip each way...Working with the Wisconsin Corps has changed me. Working in your home town you just stay there. But when you get away you don't just sit there. You get out and meet different people. I used to be really shy, but not anymore. It has opened me up. I've learned so much..."

At the high school level, Jon Cutler, a recent graduate in Ramapo, N.Y., re-

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# Support Builds For Sustained National Youth Service

flects on his extensive volunteer activities: "The focus in schools is always on the students taking. We sit in a classroom day after day and absorb. We're rarely asked to give back. Young people are not told they have very much to give. Providing service is one way to stress the idea that young people have a lot to give."

At the college level, Georgetown University student Elane Rankin puts it quite simply: "In class, we study the big questions. At the homeless shelter we live the big questions."

Such testimonials from young people have fanned interest in a federally supported national service program for teenagers and young adults. Mayor Ed Koch of New York explicitly established his city's volunteer corps as a "national service demonstration project" that he hopes will lead to a national program. A year of doing community service, Koch argues, should "be a basic part of coming of age in a democratic society."

Proponents of a national service requirement view it as a means to numerous ends. Some supporters push it as a way to reduce youth unemployment while addressing pressing societal and conservation needs. They point, for instance, to the assistance young people could provide to the nation's growing elderly population.

Other proponents emphasize that national service would help foster a lifelong service ethic and improve the character of participants in the program. National service is also seen as a way to draw more youths into the Armed Forces, bolstering the all-volunteer army at a time when the number of draft age youths is starting to dwindle.

"We should see the participants in service programs not just as participants, but as assets. This is where our next group of leaders are coming from," says William Basl, head of the Washington Service Corps, talking about his program but reflecting a view common among proponents of national service.

A 1987 Gallup poll reported that two-thirds of the public approves of national service, including a majority in the 18-24 age group. One study by Richard Danzig and Peter Szanton, authors of *National Service: What Would It Mean?* concluded that 3.5 million civilian public service jobs are waiting to be done, and there are about that many 18-year olds in the country today.

Persons already involved in youth service programs do not universally support the idea of mandatory national service, however. The idea is often regarded as an infringement on civil liberties and a bureaucratic nightmare. And many persons of any age might resent rather than appreciate being forced into a commitment.

"The collective will of the U.S. should so enthuse young people that they view it as an honor to serve their communities or country for a year or more. But if you tell me I have to go into Peace Corps or a conservation corps, I'm a real pain when people try to tell me what to do," notes Robert Burkhardt, head of the San Francisco Conservation Corps. "Over a 50-year time period, national service will shape itself, step-by-step."

"It is," wrote philosopher William James, the father of the civilian national service idea six decades ago, "only a question of blowing on the spark till the whole population gets incandescent.. and a stable system of... civic honor builds itself up."

National politicians are gravitating to the idea. The Democratic Leadership Council, which includes, among others, Senator Sam Nunn (D-Ga.) and former Virginia governor Charles Robb, have made national service a linchpin of the group's "New Directions, Enduring Values" agenda. The challenge for national service proponents will be to ensure that the national service movement is a bipartisan effort. Senators Bill Bradley and Nancy Kassebaum serve as honorary chairpersons of Youth Service America.

While debate about a national youth service corps continues, plenty of room for expansion remains at the state, county and city levels, and in high schools and college campuses. "Ultimately, says Youth Service America's Slobig, "I would like to see a broad network of state and local programs with some federal financial support, plus some federally operated programs. I would like eventually to see, five years from now, a full-time program in every state. A goal of 500,000 youths in a network of full-time corps nationwide. Literally millions of high school and college students should be serving in a more systematic and sustained way."

It may well happen. "We are," says Bill Brakken, director of the Wisconsin Corps and board member of the National Association of Service and Conservation Corps, "at the forefront of what could be a dawning movement."

***Prominent political leaders, such as former San Francisco Mayor Feinstein and Los Angeles Mayor Bradley, recognize that service corps and conservation corps are inspired, valuable programs.***

YOUTH
SERVICE
AMERICA

## What Is Youth Service In America Today?

- **Youth Service** is a billion-dollar resource which transforms the energy and idealism of young people into 250 million hours of public service annually.

- **Youth Service** means young people working in service programs that are improving urban living conditions, protecting natural resources, caring for the elderly in cities and suburbs, tutoring educationally at-risk youngsters, helping with day care, working in homeless shelters, and much more. Youth Service is an expanding network of diverse programs:

  o Nearly 50 youth service corps and conservation corps operate in 25 states on combined budgets of over $107 million, with some 41,000 young people enrolled.

  o Community service programs are sponsored by more than 450 colleges and universities, with hundreds of thousands of student participants.

  o Programs operate in some 3,000 public and private high schools across the country. A recent survey by the National Association of Independent Schools found that 61 percent of 448 private secondary schools surveyed have community service programs. More than 40 percent of the schools surveyed require community service.

- **Youth Service** answers two of society's critical needs: the need that all young people, rich and poor, have for practical experience, responsibility, self-esteem, discipline, a sense of belonging and an understanding of democratic values in action; and the need communities have for a range of valuable public and human services.

  o Youth Service provides far more than $1 in benefits for each $1 spent by states and communities in conservation work, studies show.

  o Youth Service in one answer to excessive youth unemployment in the cities and youth alienation in the suburbs.

  o Youth Service tells young people they are needed, appeals to their desire to participate, and gives them an opportunity to make a difference.

  o Youth Service helps build personal character, creates a sense of shared community, and shapes our national destiny by bringing youth of all racial, class and cultural backgrounds to work together in disciplined, quality service programs.

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- **Youth Service** on a national scale is endorsed by two-thirds of the America public in a 1987 Gallup poll and advocated today by a growing number of leaders, including President George Bush, members of Congress, governors, mayors, state and local legislators, university and college presidents, school superintendents, business executives, parents, and young people themselves.
- Together, these programs provide the grassroots base for building a large-scale and decentralized system of national service through which American youth can learn an ethic of service while meeting many of society's most pressing needs.

Explanation of
## Statistics In Youth Service Policy Statement

***"Youth Service is a billion-dollar resource..."***
***"...250 million hours of service."***

This figure was reached by computation of high school, college,full-time service and conservation corps programs, as well as those at the federal level. In almost all cases, estimates have been cut by at least 15% to be on the conservative side.

(A) **Federal level** = 9.5 million hours of service
x $3.50/hr. = $33 million resource

Youth Conservation Corps has 6,000 summer positions. Estimating 30 hours per week per corpsmember, multiplied by 10 weeks, yields 1.3 million hours of service. Peace Corps has 5,000 places, of which 4,250 are estimated to be filled by young people. Estimating 30 hours of work per week per volunteer, multiplied by 45 weeks per year, multiplied by 4,250 volunteers, yields 5.7 million hours of service by young people in the Peace Corps. VISTA has 2,200 openings. Estimating 1,550 positions filled year-round, at 35 hours of service per week per position, multiplied by 45 weeks per year, yields nearly 2.5 million service hours in VISTA.

(B) **Full-time state and local corps level** = 11.1 million hours of service x $3.50/hr. = $38.8 million

Year-round corps contain 11,374 young people. Reduce that to 8,200 slots(to be conservative). Estimating 28 hours of service per week per slot, multiplied by 48 weeks per year, yields 11 million hours of service in year-round service and conservation corps. Summer corps programs contain an additional 729 young people,( 620 to be conservative). Multiplying by 28 hours of service per week, x eight weeks, yields about 140,000 hours of service in summer corps.

(C) **High school level** = 17 million hours of service.
x $3.50/hr. = $59.5 million.

According to the U.S. Department of Education, there are 13.7 million high school students. Reduce that figure to 11.7 million students (to be on the conservative side). A Carnegie Foundation survey found that 70% of schools surveyed have a service program, and that 10% of the students in those schools are involved in those programs. On the surface, this is equivalent to saying that 7% of high school students are involved in a service program (10% of 70% equals 7%). The Carnegie survey also suggests that students who do service contribute about 100 hours each. To be conservative, assume that only 3% of high school students do service, and they average 50 hours per year. This means that 341,000 high school students contribue a total of 17 million hours.

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(D) **College level** = 192 million hours of service.
x $5.00/hr. = $940 million

The Campus Outreach Opportunity League (COOL) has more than 450 member colleges with about 800 active students at each college doing an average of 120 hours of service work per year. Extrapolating that same level of involvement to all 2,000 colleges in the USA yields 192 million hours. Multiply the 192 million hours worked times $5 per hour yields $940 million of benefits from college students' service.

***"Nearly 50 service corps and conservation corps operating in 25 states on combined budgets of over $140 million, with 41,000 young people..."***
Compiled from information collected by
National Association of Service and Conservation Corps (NASCC).

***"450 colleges and universities, with hundreds of thousands of student participants..."***
Estimate from the Campus Outreach Opportunity League (COOL)

***"Youth Service programs operate in some 3,000 public and private high schools across the country."***
U.S. Department. of Education reports that 29,625 public and private high schools exist in the USA. YSA estimates that 10% of all high schools have some type of service program. 10% of 29,625 yields about 3,000. This is considered to be a conservative estimate, particularly because surveys indicate between one-third and two-thirds of private schools have service programs.

***"$1.34 in benefits for each $1 spent..."***
From study of conservation corps by Public/Private Ventures. The Human Environment Center estimates benefits of $1.60 per $1 spent on the California Corps.

***"60% youth unemployment in the cities..."***
Most recent figures from U.S. Bureau of Labor Statistics state that 56.3% of the black teen population remains outside of the labor force--neither working nor looking for work.

YOUTH
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## Questions About
## Youth Community Service

### 1. What is youth service?

Youth service is a conviction that young people can and should make valuable contributions to their neighborhoods, their towns, their world. Youth service taps the energy and idealism of America's young people to do sustained public service -- service that improves communities, protects the environment and helps them mature into civic-minded young adults and grow into tomorrow's leaders.

Youth service is a billion-dollar national resource. It involves young people in caring for the elderly, tutoring at-risk youngsters, environmental conservation. helping with day care, working in drug-abuse clinics, improving urban environments, and much more.

### 2. Does youth service require an expansive national program?

Not necessarily. Even in the absence of federal leadership, a network of youth community service programs is already emerging and gaining momentum in states and localities across the country.

More than 3,000 high schools and over 300 colleges, as well as 49 cities, counties and states, are funding successful programs that draw youth into community service projects. These programs range in size from the $48 million California Conservation Corps to the $1.3 million Washington Service Corps, to lower-budget service operations based in schools. The programs draw support from local government appropriations, private donations, and from fees for services rendered.

The point is that the framework for a national youth service movement is starting to take shape at the grassroots level, reacting to local needs.

### 3. Are you advocating mandatory community service for all young people?

Whether mandatory or voluntary, what's important is that a period of sustained service should become an expected rite of passage into adulthood and a step towards responsible citizenship for all America's young people. And they are more likely to gravitate voluntarily towards an ethic of service if more community service programs are available to them during their junior and senior high school, college or post-diploma years.

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**4. What's so novel about advocating volunteerism?**

Volunteerism is ingrained in the American character. Youth service programs go beyond one-time volunteerism by encouraging young people to make extended commitments of a half-year or more to a service project. The success of the federal government's Peace Corps and VISTA prove that youth involvement in long-term service programs certainly is not a new concept. It is a goal advocated throughout the American experience by Thomas Jefferson, deToqueville, Franklin Roosevelt, John F. Kennedy, Martin Luther King, and others.

**5. Are these just make-work programs?**

Not at all. America has huge needs ignored by the private sector economy. Analysts estimate that neary 3.5 million service opportunities exist nationwide. These include more than a million positions in education, three-quarters of a million positions in child care, and another three-quarters of a million in health care. In addition, three-quarters of a million service opportunities exist in environmental work, the justice system, libraries and museums, and other areas. Youth service makes tangible contributions to society while enriching young participants.

**6. What exactly do young people do in these service programs?**

Here is a small sampling from current programs around the nation: delivering groceries to home-bound elderly citizens; cleaning up damaged communities after tornadoes and floods; working with terminally ill hospital patients; tutoring at-risk youngsters in math and reading; halting soil and shoreline erosion; building playgrounds; removing grafitti from public buses; working in day care centers; clearing nature trails; installing smoke detectors in homes for senior citizens; refurbishing dilapidated buildings; working in homeless shelters; staffing rape hotlines; taking elderly persons to church; tutoring Asian and Central American refugees.

**7. Are youth service programs only for unemployed or disadvantaged youths?**

All young people should be urged into youth community service. Youth service often breaks down racial, class, and cultural barriers by bringing young people of all backgrounds together in disciplined programs. That's why nearly 50 state and local youth service corps and conservation corps exist, why more than 300 colleges sponsor community service programs with hundreds of thousands of student participants, and why youth community service programs are operating in some 3,000 public and private high schools. Involvement in service can make a difference in the lives of all young people.

**8. What are the ages of people in these programs?**

Since youth service is a long-term investment in the next generation, all young people should be challenged to serve—part-time while in school and full-time for a year or more prior to age 25. Currently, programs are primarily geared to involve ages 15-25. Ideally, young people should be involved in community service activities starting in elementary school and lasting beyond college. Involvement in community service teaches young people of all ages about citizenship—its rights and responsibilities. As children grow into young adults, service gives them practical experience, responsibility, self-esteem and discipline. Participation in public service helps mold tomorrow's leaders.

**9. Do other countries have youth service progams?**

Many democratic nations require national service participation as a condition of citizenship. America, Canada and Great Britain are almost unique among major western nations in not requiring their youth to serve. Young men in West Germany perform mandatory service in overseas development, disaster relief, civilian social service programs, or the armed forces. Young males in France, Denmark and Spain must satisfy military service requirements. Major African nations such as Nigeria and Kenya operate youth public service programs that engage young men and women in social service work. These international models show that comprehensive youth public service can become an accepted and expected status quo of citizenship.

- end -

The CHAIRMAN. We will hear from Peg Rosenberry next and then Todd Clark, and then we will come back to questions.

Peg Rosenberry is Executive Director of the National Association of Service and Conservation Corps, which has provided extraordinary leadership in expanding the conservation corps model to include human service work in our Nation's cities.

It is good to have you here again.

Ms. ROSENBERRY. Thank you, Senator.

I would like to summarize my testimony and ask that the full written statement be included in the record.

The CHAIRMAN. It will be included.

Ms. ROSENBERRY. Thank you.

I am here on behalf of the National Association. It does represent over 50 conservation and service corps programs across the country, but also other supporters of youth corps programs and youth service in general.

I am speaking today on behalf of all of the participants and the staff who serve in those programs.

We want to thank you, Senator Kennedy, for the leadership you have shown in introducing Serve-America and holding these hearings. Your bill does hold promise because of the resources that it devotes to school-based service and the encouragement it gives to youth Job Training Partnership Act funds for youth corps programs.

Other members of the committee have also been very helpful in their legislative initiatives—Senator Mikulski, with her part-time program; Senator Pell, with his student program; and Senator Dodd, with the American Conservation and Youth Service Corps bill.

We are also especially appreciative of Senator Moynihan's determination to secure passage of the American Conservation Corps bill. It is in its fifth session of Congress now, and we are hoping that with everything that goes on in this session that something will be passed in this session.

These bills, the American Conservation and Youth Service Corps bill and Senator Moynihan's bill, of course, are those that most clearly support the full-time youth corps programs that we represent, and we hope that they will be included in any youth service initiative.

And while we do represent the full-time youth corps programs, we also support efforts to establish school-based programs on a part-time basis and in community-based organizations. We see national service as a system of programs that provide opportunities for young people from all racial, social and economic backgrounds to participate in significant ways and to feel that they are contributing and needed members of their communities.

The fact is that not one particular program will meet all those needs, but this national service system would. Some people who enter service are going to be entering with different skills, with minimal education skills and needing remedial education. Others will join during college or after college. One program cannot meet the differing needs of those young people, but a system can.

Let me speak specifically about the young people who are involved in the full-time youth corps programs. While most of those programs are not targeted specifically to young people who are at risk or who have left high school, many of them are and would be part of what the Grant Foundation Commission called "the forgotten half"—the young people in this country who choose not to go on to college, or have dropped out of high school for some reason.

Those young people have lost significant earning power over the last few years as we have moved from an industrial base to a service base. We provide as a society a great deal of subsidy for our college students—the Grant Commission says almost $9,000 a year for each college student. We do not make a similar investment for noncollege young people. By and large, they are left to make it on their own. Some of them can be served through the Job Training Partnership Act; a few others, with the Job Corps Program. But establishing Federal policies that support full-time conservation and service corps program can go a long way toward providing those young people in the "forgotten half" with work and service experiences that are going to help them make the transition to adulthood.

The full-time youth corps programs do provide those opportunities for young people. For many of them, it is the first time in their lives that they have felt that they had something to contribute to their communities. This greatly enhances their self-esteem and their self-confidence and allows them to deal with some of the other aspects of their lives that they need to make improvements in. And for many, their corps experience is a turning point in their lives that can make the difference between lifelong employment and long-term reliance on social services.

Most of today's programs that we represent are still full-time conservation corps programs. But now we have some that are service corps program—the New York City Volunteer Corps is an example; the Washington State Service Corps is another example. They are involving young people in a variety of human services, working in geriatrics centers, in daycare centers, tutoring young people.

Almost all of the corps programs now limit enrollment to one or two years, and they pay minimum wage for either 32 or 40 hours of work each week. And more and more of them are requiring their participants, the corps members in the programs, to take part in educational activities.

Last year alone, there were six new programs in operation. But on an annual basis throughout all the programs, they are only serving some 60,000 young people nationwide. Almost 3 million young people turn 18 every year, and those existing programs just cannot meet the need that is out there. They are reaching only a fraction of the young people who could participate.

Over the past few years, our National Association and several other national organizations have tried to look at the programs and ask what makes them work, who do they serve, who benefits from them, are they a good social investment. One particular research organization, Public/Private Ventures, has recently completed a study of the California Conservation Corps. In that study, they found several significant benefits of youth corps. One of them is that minorities and young people from low-income families who lack educational skills benefitted more than any other participants economically in terms of their ability to earn money after their corps experience. They also established that the value of the work performed by the young people, in and of itself, without considering the other social benefits, pays for the programs.

Results such as these suggest that we should broaden our support for youth service programs. There are additional statistics about youth unemployment and congressional research surveys that have done about the benefits of these programs that I think are readily available to all of you.

But I do want to say that we are particularly grateful to your brother, Senator, because he first asked young people to serve. And we have forgotten that a new generation of young people were not born when he asked young people to serve. We need to do that again, and we need to do it all the time. We need to keep asking. We need to make opportunities to serve open to all young people in part of every youth policy initiative that we establish today.

One final point that I would like to make. Each year, our Association has an annual conference. At that conference, we have participants from the various programs and staff people. Corps members from the various programs come, too, a few from each of the existing ones. At our conference in San Francisco, they gave a talk to the staff of the programs, and I would like to quote from what they had to say to us.

They challenged us as administrators to recognize the spirit that youth service can generate. "We need the help of administrators and legislators to channel this spirit and turn our ideas into functioning programs. We challenge you to act on our proposals, use the strength and integrity of young people, use the spirit of youth service to draw our Nation together and do something."

A Lou Harris poll has also showed that young people are ready to serve. I think that it is time that the Federal Government join the States and the local communities that are already doing something in accepting the challenge that these young people have placed before us. We want to thank you for bringing that challenge to the Federal Government, and we are looking forward to working with all of you in making sure that youth service opportunities are available to America's young people.

Thank you very much.

[The prepared statement of Ms. Rosenberry follows:]

National Association of
Service & Conservation Corps

STATEMENT OF

MARGARET ROSENBERRY, EXECUTIVE DIRECTOR

NATIONAL ASSOCIATION OF SERVICE AND CONSERVATION CORPS

BEFORE THE

SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

MARCH 14, 1989

1001 Connecticut Avenue, NW · Suite 827 · Washington, DC 20036 · (202) 331-9647

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Service & Conservation Corps

## STATEMENT OF

Margaret Rosenberry, Executive Director
National Association of Service and Conservation Corps

before the

Committee on Labor and Human Resources
United States Senate
March 14, 1989

Mr. Chairman, thank you for the opportunity to appear before the committee today in support of youth service programs. I am Margaret Rosenberry, the Executive Director of the National Association of Service and Conservation Corps, a not-for-profit membership organization for the 50 full-time youth corps programs and other supporters of youth corps and youth service. Today, I speak for the Association and the thousands of staff and participants who now serve in youth corps programs.

We want to thank you, Senator Kennedy, for the leadership you have shown by introducing the Serve America Act and conducting these hearings. Serve America holds promise because of the resources it devotes to school-based service, and the encouragement it gives to use Job Training Partnership Act funds for youth corps. Last week's hearing, as well as the press conference last month, clearly demonstrate the willingness of young people to serve.

Several other members of this committee have contributed further to the discussion of youth service by introducing legislation. Senator Mikulski has offered a way to involve the many people who cannot devote all their time to a service program, and Senator Pell has taken the lead in the area of forgiveness of student loans, which should definitely encourage more

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young people to become involved in community service. The National Association is grateful for these contributions as well.

Other senators and representatives have introduced legislation worthy of discussion and support. We are especially appreciative of Senator Moynihan's determination to secure passage of the American Conservation Corps Act. We also want to thank Senator Dodd for his sponsorship of the American Conservation and Youth Service Corps Act. On the House side, the counterpart to Senator Dodd's bill, introduced by Congressmen Panetta, Udall, and Martinez, now has over 85 co-sponsors. These bills would provide needed resources for the state and local corps programs operating today, and help spawn many new programs. Clearly, they offer the most promise for the youth corps network we represent and I hope they will be included in any youth service initiative.

The National Association represents full-time youth corps programs and we also support efforts to establish youth service programs on a part-time basis in schools and community-based organizations. Your bill, Mr. Chairman, will assist those efforts. We see national youth service as a system of related programs that provide opportunities for young people from all economic, social, and racial backgrounds to participate in significant ways and to feel they are contributing, needed members of their communities. All of the programs within this system share certain principles:

- youth are viewed as resources and all youth can serve,
- the service provided is perceived as needed by both the community and the participants,
- participants work within a structured setting under supervision of trained adults, and
- youth development and empowerment are important features of the experience so young people can see themselves as integral parts of the community.

These hearings and other forums will contribute to, and help focus discussions about youth service. Whatever legislation results from these ongoing discussions should incorporate the components of existing programs that we know work well. Mr. Chairman, let me state clearly that we do not believe that one program will be sufficient to accomplish these many aims. The needs and abilities of the youth participants and the communities within which they serve will vary widely. Some young people will enter service programs with minimal education and developmental skills. Others will join who have graduate degrees and professional training. One program simply cannot serve all these participants. Therefore, we need to set our sights on a mix of programs that will reach out to all of America's youth and recognize the varied needs and situations of states and local communities.

Some young people leave high school before receiving their diplomas, or do not plan to attend college. These youth need a program that provides them with compensation, an education component, and counsels them toward career and job development. And, in some cases, they need help to avoid the stigma of being "at risk." The Grant Commission's report on "The Forgotten Half" documents the plight of these youth. The Commission found that, as a society, we invest or subsidize over $9,000 per year for each college student. We make no similar commitment to non-college youth. Most of those youth are left to make it on their own. Only about 5% of the eligible low-income and unemployed youth are being served in Job Training Partnership Act programs and another few thousand in the Job Corps or other training programs. Mr. Chairman, establishing federal policies to support conservation and service corps programs would go a long way toward providing young people in "The Forgotten Half" with work and service experiences that will help them make the transition to adulthood. Through conservation and service corps programs these young people can be full partners in a national service system.

Youth corps programs provide opportunities for young people, many of them disadvantaged, to feel needed and wanted by their communities. For most participants, it is the first time in their lives that they feel they have something to contribute. This greatly enhances their self-esteem and self-confidence. For many, corps programs mark a turning point in their lives that can make the difference between life-long employment and long-term reliance on social services.

Most of today's programs are conservation corps, but a new trend is developing: New York's City Volunteer Corps and the Washington Service Corps both engage corpsmembers in human service work. Almost all the corps limit enrollment to one year and serve 16-24 or 18-25 year olds. Most pay minimum wage for 32 or 40 hours of service each week and more and more require corpsmembers to take part in educational activities. Last year alone six new programs began operation but most could serve many more youth with additional funding. Over 60,000 young people participate in the programs each year. Yet, about 2.9 million people turn 18 each year. The existing programs can reach only a fraction of the young people who could participate.

Over the past several years, we have attempted to substantiate knowledge about the effects of corps programs by focusing on a number of questions about corps. How do they work? Whom do they serve? Who benefits from them? Are they good social investments? In response to some of these questions, national research organizations have documented the effects of corps programs. A recent study of the California Conservation Corps by Public/Private Ventures, a Philadelphia-based employment research and evaluation organization, found that, by even the most conservative measure, the program returns to society at least as much as is spent on them. The study also found that minorities and young people from low-income families or with low educational skills benefited more than other participants in the program economically, in terms of their ability to increase their potential wages after their corps experience. Finally, it established that the value of work in and of itself covers the cost of the program, not to mention the social and educational benefits. Results such as these suggest the wisdom of enacting public policy that encourages expansion of the programs. Additional statistics about youth unemployment, and congressional research surveys on the backlog of conservation work, are readily available.

Mr. Chairman, we remain grateful to your brother, President Kennedy who first asked young people to serve. We forget that a new generation of Americans is now coming of age who were not even born when he made that request. We need to ask young people to serve again and we need to keep asking. More importantly, it is time to make that request a part of every institution and every youth policy initiative we establish today.

One final point -- each year the Association holds a national conference for corps program staff and advocates. Corpsmembers from the programs across the country take part in that conference, gathering for work projects and to present their own vision for the programs to their elders. At the 1986 conference in San Francisco, the young corpsmembers called on us to create a national service system for all young people. They challenged us as administrators "to recognize the spirit that youth service can generate. We need the help of administrators and legislators to channel this spirit and turn our ideas into functioning programs. We challenge you to act on our proposals and use the strength and integrity of young people, use this spirit of youth service to draw our nation together and do something."

It is time that the federal government joined the states and local governments in accepting that challenge. They need a federal partner. Clearly, our young people are calling on us to help them shape the future. A response can and will grow out of the energizing discussion now taking place about national service.

Mr. Chairman, thank you for the opportunity to appear here today. In addition to my testimony, I ask that the Association's Recommendations for Quality Program Development and its definition of a youth corps be included in the record. The board and staff members of the National Association of Service and Conservation Corps look forward to working with you and the members of this committee. We commend you for your leadership and diligence on behalf of our nation's young people.

National Association of
Service & Conservation Corps

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## WHAT IS A YOUTH CORPS?

A youth corps is an organization that harnesses the energy and idealism of young people to meet the needs of their communities. Corps engage young people, generally 18-25 years old, in paid, productive work with visible benefits. Corps also prepare participants for the world of work.

The participants work in crews or teams of eight to twelve under close adult supervision and clear standards of behavior. Youth corps crews undertake a wide range of work projects similar to those the Civilian Conservation Corps of the 1930s carried out. Today's youth corps members also work on projects that improve opportunities for urban recreation, and supplement the efforts of human service agencies to tutor the young and care for the sick and elderly. All corps work projects provide a means for young people to serve as resources for their communities.

In addition to engaging young people in work and service, youth corps also provide benefits directly to participants. In most cases, corpsmembers receive minimum wage for full-time work at least four days each week, and devote part of the fifth day to improving their basic skills and preparing to search for a job when ready to leave the corps. Many corps also expose young people to information about skills adults need to live successfully -- skills such as family budgeting, parenting, and remaining healthy. A number of corps also encourage corpsmembers to engage in tangible acts of citizenship such as voting and donating blood.

Year-round and summer youth corps exist now in more than twenty states and many more local areas, and employ about 60,000 people each year. Corps function under a wide variety of administrative arrangements. Funding for corps comes from cities, states, and private sources, as well as federal job training and community development block grants. Several national organizations provide assistance to corps planners and operators. The National Association of Service and Conservation Corps is the membership organization that speaks for corps programs in Washington and sponsors national and regional conferences, in addition to operating programs for staff training, data collection, and education enhancement.

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## Recommendations for Quality Program Development

The National Association of Service and Conservation Corps is a non-profit organization founded to promote the establishment and improvement of youth conservation and service corps programs. As the only major organization both representing and serving the youth corps community, the Association wants to ensure the development of quality programs.

The Association has adopted the following program parameters and endorses their inclusion in all programs to ensure the level of quality that currently exists. It will be providing staff and program development workshops, seminars, and meetings and establishing a rigorous advocacy, promotion and public education program to help youth corps meet these standards.

1. The conservation and human service projects:
   - provide skills for corpsmembers
   - have public benefit
   - serve a public need
   - have lasting value to communities
   - enhance the image of young people as a resource
   - have educational value for corpsmembers
   - are project-based
   - have economic benefit
   - may enhance public access
   - are environmentally sound
2. Corps programs provide opportunities to improve education, life-coping, leadership and career development skills.
3. Corps are open to young people from diverse racial, social, educational and economic backgrounds.
4. Crew supervisors, well-qualified in both technical and interpersonal skills, are essential to high-quality work and youth development.
5. The crew concept is the building block of the corps. Corps participants working in small groups develop teamwork, cooperation and communication skills.
6. Corps are an integral part of the communities and regions they serve, responding to local needs and strengthened by local resources and support.
7. Corps programs embody certain values: stewardship of the environment, work ethic, respect for one another, community service, citizenship, responsibility, pride of accomplishment, and cooperation.
8. Youth corps participants do not displace full-time employees in work sponsor agencies.

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The CHAIRMAN. We are now happy to hear from Mr. Todd Clark, Education Director of the Constitutional Rights Foundation in Los Angeles. The Foundation has been working for the past 26 years, with tremendous success, to match important needs in the communities with the energies and talents of inner city high school students.

I might say that my former roommate, Senator Tunney, took the time to call me and tell of your good work, which he knows from personal experience. So we were glad to hear from him on it.

Mr. CLARK. Thank you, Senator.

We are delighted that you are holding these hearings and pleased that the legislation for Serve-America has or will soon be introduced.

As Education Director of the Constitutional Rights Foundation, I would like to say just a bit about what we do as an organization and who we are, because I think we represent a somewhat different organization than either of the other two groups represented here today.

CRF, as you have mentioned, is 26 years old. It is a nonpartisan organization committed to the notion that the public sector needs to help the schools in putting together civic education programs that work, that link young people effectively to their communities, and that show a continuing responsibility on the part of the public for what happens in educating young people for citizenship.

We have a 45-member board of directors, made up of prominent Los Angeles lawyers and business leaders and community activists. We involve in our programs every year in California about 2,500 volunteers. Those programs range not just from community service, but involve a whole range of different civic education activities, going from a State mock trial program which involves 350 high schools throughout California to the community service program that I am here to talk about today.

This program actually began in 1981 with an earlier prototype. James mentioned this was a—what did you call it, James—a pilot program when he started. It was a pilot program at that time only from the standpoint that we were beginning to try out a number of ideas that we had had in an earlier program in inner city schools in Los Angeles.

We found that inner city schools and suburban schools, schools of all types, can effectively and positively and constructively engage in service.

To date, we have prepared 2,500 high school-age young people to serve in leadership roles at designing and implementing projects of service which have themselves involved nearly 55,000 Los Angeles young people as volunteers.

Helping those young people carry out their programs have been literally hundreds of community agencies, agencies of all types that have an interest or a need that needs to be met, or who can just simply help young people learn the skills necessary to deliver programs.

This year, the group leaders of our programs themselves have or will donate or volunteer nearly 63,000 hours of volunteer time not counting all the other students who volunteer in the way that James described.

Using the current minimum wage, Senator, that comes to a calculation of something over $200,000. If your proposals are successful, why, it will mean considerably more than that.

Just to give you some idea of the sort of projects that the students carry out—and for the most part, they identify the needs themselves, they organize the projects and they implement those projects according to approaches that they think will be effective in their own communities—they range from programs for the elderly, working with the homeless, working in their own schools in a variety of capacities, in their own neighborhoods, and then working with other groups to carry out existing programs that other groups have been sponsoring in many cases for years and years.

Just a few specific examples from this year's programs. They worked with a group in Los Angeles called the Tree People, planting trees, to try to do something about the depletion of oxygen that we create ourselves in the Los Angeles Basin.

There are a number of groups that do continuing tutorial programs. One high school in San Pedro, some students there started a regular program of aerobics for the elderly at a convalescent hospital near their high school. They help the Red Cross. They have organized an after-school latchkey tutorial program, working with a school-related latchkey children's program.

One group has organized and held a picnic for abused children. A number of the students participated in a 6-week training program to learn how to teach elementary school students and are now engaging in an anti-drug program as counselors and presenters. This is, I think, a very important approach to use of cross-age or peer teaching.

One of the standards has always been painting out graffiti. They do that in their own neighborhoods and anyplace where they can get together with paint and materials, gladly donated by local paint companies.

Those are just a few of many of the kinds of things that students do. I could go on and on, and I hope in some of your questions you will ask for additional information about some of the things they do, and how they do it, and how we prepare them to do it.

But I want to make four points based on our experience about school-based programs. In the first place, in our view, community service is an essential element of civic education, and civic education is basic education. Our public school system was created in large part to provide an opportunity to prepare people to participate effectively and intelligently in American life.

Without the link between the theory and the practice, it is very difficult for young people to learn how to go about involvement and implementation of the things we talk about in the curriculum, which is often abstract, presented in an isolated classroom, and unconnected to any sense of reality.

Second, we believe it is vital that all youth have a chance to participate in these programs. There is sometimes a tendency to identify the needs of specific groups, earmark programs and support. While we think, as Peg mentioned, that at-risk students can benefit from involvement in these programs, we think it is also the case that every young person can benefit by involvement, not only in terms of the service they provide, but also from the standpoint of learning about one another.

James, in his testimony which was submitted, mentions the incredible isolation that existed at his own high school among the various groups. It is an ethnically diverse school, but it is not an ethnically interactive school. He pointed out that this program really is a powerful means of bringing together students of all types, and I would say across cities, from all parts of cities, which are themselves, as we know, unfortunately, isolated from other parts of the same city.

So I think all students must have an opportunity to participate.

Third, I think we need to acknowledge—and while it is certainly the case that more research is needed to establish this conclusively—I think we need to acknowledge the fact that students who participate in such programs develop not only personal skills of enhanced self-esteem and confidence and responsibility, but they also develop intellectual skills, which are the things that we want them to learn in school: how to solve problems, how to organize information, how to gather, structure and present things to other people, all of which are really vital and incredibly important academic skills which unfortunately, by not always being able to use in a powerful and important way, kids do not see the strength and advantage of.

The fourth point, and I think as vital as any of them and perhaps more vital than some, is the fact that youth community service programs only have power if they are organized in a way which involves youth in the planning and in the delivery of those programs so that they are more than simply clearinghouses of lists of places where a student can call to volunteer services.

There has to be an opportunity for students to be engaged in the process of developing and presenting their programs, and there also has to be a reflective component in the program so that the young people have a chance to think about and learn from their experience.

With those four ideas in mind, I must say I am very pleased to have taken a look at your legislative proposal at its current level of development and believe that you are very much on the right track, that what you are proposing to do will have the desired effect, and most importantly, that it provides an opportunity to move this item from where it has been as a multiple agenda to a single legislative proposal.

I think we have all seen and recognize by the fact that we are here that there is great and growing interest in community service. The conservation corps and the college and university service movements are growing and are under very fine leadership; they need help, too. The encouragement needs to be given to all of the streams—to use the term that the Youth Service America uses to describe us as separate entities.

We think, however, that it is very important to make the point, as legislation is considered—and in a sense, this goes to one of your questions earlier, Senator—that our society is losing too many people before grade twelve. Programs that come along after that point are important, to be sure. But we need to build into the educational system we have not only programs of service, but other programs as well that generate a connection between schools and society and the young people who go to those institutions.

I believe community service is one way to do that. Your proposal represents the only one of many legislative proposals that includes a substantial focus on that area. For that, I commend you.

I spoke at a hearing at UCLA in Los Angeles, Senator, during the election where you were present and said what are you going to do about pre-collegiate. I am pleased to see that something has been done. I think it is the vital first step. I think the others must be taken as well. But I think this is the way we must open the schools up to one of the most essentials for a healthy society.

I am also pleased to hear you talk about it as a bipartisan effort, working together with the Bush Administration. I think that is outstanding. I am delighted that things are moving as rapidly as they are, and I thank you for the chance to speak.

[The prepared statement of Mr. Clark (with attachments), follows:]

# STATEMENT OF
# TODD CLARK, EDUCATION DIRECTOR
# CONSTITUTIONAL RIGHTS FOUNDATION
# LOS ANGELES, CA

ON

# "SERVE-AMERICA: THE SERVICE TO AMERICA ACT OF 1989"

Hearings Before

COMMITTEE ON LABOR AND HUMAN RESOURCES
HON. EDWARD M. KENNEDY, CHAIRMAN

MARCH 14, 1989

Statement of Mr. Todd Clark, Education Director, Constitutional Rights Foundation, Los Angeles, California on "Serve-America: the Service to America Act of 1989."

> **What do I get out of it? I feel satisfied. I'm doing something. Most of the time I get in trouble doing something wrong. Most of my friends were in gangs, so people thought I was in a gang. Before you know it, you have enemies everywhere. You can get hurt or even killed for a name or colors -- for no good reason at all.**
>
> **Being in Youth Community Service I have a very good reason.**
>
> **- Pedro Reyes, Los Angeles Community Service Volunteer Recipient, Youth Philanthropist of the Year Award**

This quote is from a participant of the Constitutional Rights Foundation's Youth Community Service Program, and illustrates how profoundly difficult the adolescent years are for many young people in our society. Throughout Los Angeles, young people of every ethnic background and income level, who might otherwise be lost to our society, are showing that they can make a difference. By developing important skills and making a commitment to service, these young people also make a commitment to themselves, their schools and their communities. For some it is an alternative to dropping out or joining gangs. For others, especially young Latino and Asian immigrants, it provides a welcome introduction to the American way of life. For all, it builds confidence and provides experience that will last a lifetime.

My name is Todd Clark; I'm the Education Director of the Constitutional Rights Foundation in Los Angeles. I am a secondary school educator with a specialization in the social studies and am the former president of both the California and the National Councils for the Social Studies.

## What is the Consitutional Rights Foundation?

The Constitutional Rights Foundation is a community-based organization that for 26 years has been working with the schools in Los Angeles, California and the nation in an effort to support and strengthen the preparation of our young people for citizenship. We are non-partisan and are governed by a 45-member Los Angeles volunteer Board of Directors drawn from law, business and the community that supports open inquiry and debate on all public issues (attachment 1). We have small, self-governing offices in Chicago and Orange County, California. Our funding comes from the Los Angeles, Chicago and Orange County communities and relies heavily on contributions from lawyers, law firms and businesses. In addition, we are funded to carry out special programs by various foundations and government agencies. We sponsor many different programs that stress student interaction and involvement in the classroom, school and community (attachment 2). These programs draw more than 2,500 volunteers annually from the legal and business communities, and range from a statewide high school mock trial program that involves 350 California high schools and communities to the Youth Community Service program that I will describe today.

## Youth Community Service

We became interested in community involvement activities for students in the early 1970's, and sponsored a large school-based program for students that involved extensive interaction with professionals and agencies from the justice system.

In 1971 we began our first community service program in which we designed and tested basic organizational, training and program implementation features that characterize our approach to community service.

We expanded the program in 1984 to provide inner-city students with opportunities to serve their communities. Funding for this effort has been provided by the Ford Foundation. Each year, the Los Angeles Unified School District has taken on a larger share of the costs. During the five years of the expanded program, hundreds of community agencies and groups have been involved (attachment 3). Nearly 2,500 students have volunteered for and been trained to serve in leadership positions for projects and continuing activities involving over 16,000 student volunteers. Working under the supervision of teachers at each of 22 senior high schools, students learn skills needed to identify community needs, design projects or continuing programs to meet those needs and recruit volunteers to assist them (attachment 4). The leadership group alone contributes nearly 63,000 service hours a year, which we value at over $211,000, based on the current minimum wage.

The program, which includes an educational component for teachers and students, is now offered as a voluntary after-school activity. It is our objective to expand the options for students and provide opportunities for elective course credit as well as to implement an instructional unit in high school government classes. We encourage and would like to see the idea of community service and the service ethic taught about, discussed and implemented throughout the curriculum and at every grade level.

Service Activities

Students design projects which provide service to the elderly, the homeless, the school, the neighborhood and other students, and assist a vast array of community groups in implementing their own programs. So far this year projects have included:

o planting trees to help turn Los Angeles into an urban forest
o sponsoring events for children with sickle cell anemia
o leading aerobic classes for senior citizens at a convalescent home
o tutoring children in an after-school latch key program
o teaching adults how to read as part of a literacy program
o working with the Red Cross on weekends for blood drives
o putting on a picnic for battered and abused children

- distributing voter registration cards to high school students on their 18th birthday
- helping junior high students plan a project for senior citizens
- providing anti-drug information to elementary school children
- spending time with homeless children
- painting out graffiti
- getting out the vote campaign in several different languages
- meeting with seniors at an Asian retirement center
- leading a monthly one-hour clean-up campaign involving an entire high school
- sponsoring community clean-up projects
- adopting a community wall to keep graffiti-free
- tutoring children in reading
- putting on a Halloween carnival at a shelter for battered and abused children

## Program Impact

This program was evaluated by the UCLA Center for the Study of Evaluation and judged effective in developing a group of skills based on the activities required of the students, as well as a strong commitment to service, increased feelings of effectiveness, confidence and positive bonding with adults and the school. There were also suggestions that school attendance and performance improved. Verification of these latter effects would require further research.

As a result of our experience with this and other programs, we have encountered and successfully overcome many common problems school-based service programs must address. Our staff has learned much and is eager to share this information with others who are just beginning to develop programs at schools throughout the nation.

## Answers to Six Questions

Reflecting on our experiences in Los Angeles and drawing upon the work of others, I would like to make six points of importance regarding school-based service:

### (1) Why Should Schools Offer Service?

Voluntary service builds strong positive bonds between America's young people and the institutions and traditions of our society. We must explicitly teach the value of service to our youth as a part of the school curriculum if we expect broad-based involvement in community service by adults. It is too important a matter to be left to chance.

### (2) Who Should Serve?

All students, regardless of ability or past school performance, should be encouraged to participate in school-based community service. School service programs have special value helping youth newly arrived in the United States and from lower socio-economic groups to develop strong positive bonds to our society. Students can help provide opportunities that link them positively with their school. Such programs develop social cohesion as volunteers from a broad range of socio-economic backgrounds learn to work together. Community service programs also give young people the opportunity to return something to a society which has provided so much to them as a birthright of citizenship.

### (3) Do Students Care About Others?

Youth have an innate concern for others and a desire to improve their communities. They have the willingness and the capacity to help fulfill America's unmet needs -- such as tutoring the under-educated and "at risk" youth, assisting the elderly and the disabled and implementing projects to improve our neighborhoods and our environment. Our schools can and should help stimulate and channel the positive spirit of our youth to serve others. They can provide structured and supervised opportunities for students to identify needs and learn to design and carry out projects that meet those needs as well as to reflect on the importance of service to citizens of a free society.

### (4) What is the Value of Service to Society?

Millions of dollars of volunteer time can be provided by young people taking part in school programs offered as classes and after school activities. Adult volunteers, working with our youth and serving as role models, can contribute millions of additional dollars worth of service. Modest financial incentives can encourage the creation of service programs involving youth as the "muscle" to solve continuing school and community problems.

School-based programs create adults who actively support society and a society which actively supports our schools. They provide us with citizens confident in their abilities, aware of their responsibilities, and compassionate toward others -- the cornerstone of a healthy, prosperous nation.

(5) What is the Value of Service to Youth?

Our experience as well as other research demonstrates that service programs stimulate intellectual development and academic achievement by increasing motivation, providing a learning style different from traditional school, stimulating greater retention and helping students learn higher order reasoning/problem-solving skills. Youth community service programs have a powerful impact on students from all socio-economic groups. They build self-esteem, teach leadership and organizational skills, develop a strong sense of community as well as responsibility, social bonding, and improved relationships with peers and with adults. In addition to providing useful service, research shows that the provider develops a strong commitment to service and the skills needed to function effectively in the community.

(6) What are the Characteristics of Effective Programs?

Not all service programs are effective. Research conducted by Diane Hedin and Dan Conrad from the Center for Youth Development and Research, University of Minnesota, concludes that there are six essential elements to effective community service programs:

1. Community service must meet genuine needs, involve tasks which both the students and the community deem worthwhile;

2. Community service must have real consequences, where others must be dependent on the students' actions;

3. Community service must present significant challenges, placing students in new roles, in new environments, calling on new skills in situations that stretch their thinking both cognitively and ethically;

4. Community service must require significant personal responsibility and decision-making, where the students are in a real sense "in charge;"

5. Community service must involve collaborative effort with adults and/or peers;

6. Community service must provide systematic reflection on their experiences, including extensive and ongoing discussion and written analysis.

### National Activity

During the past five years, we have witnessed a dramatic increase of interest in school-based service. We have received hundreds of requests for program information. Since our direct interest is in encouraging growth of the K-12 school-based sector, we are working with the Council of Chief State School Officers and a number of program sponsors to create a national communications network for this important group. With a small grant from the Ford Foundation, we are about to begin a national newsletter for K-12 school-based programs to use for sharing information and ideas.

We also enthusiastically support the service movements of the conservation corps, colleges and universities. All American young people are an important resource and should have the chance to help meet our nation's needs. We applaud legislative proposals being made which will help those areas grow to involve more young people.

However, since so many of our young people are lost to society through educational failure, drug use and other traumatic problems before grade 12, the Kennedy "Serve America" legislation is exactly what this growing field needs. This is the only legislation which is designed to assist crucial pre-collegiate programs. The financial incentives and policy statement provide a vital stimulus to effectively launch and begin implementation of this idea. We hope that this legislation will help build a united national effort to foster school-related activities that includes the President's program for "Youth Entering Service to America." Service should unite all Americans and revive the sense of civic commitment which is so vital to maintaining a strong and healthy society.

Constitutional Rights Foundation
601 South Kinsgley Drive
Los Angeles, CA 90005
(213) 487-5590

ATTACHMENT 1

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-over-

ATTACHMENT 2

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## THE CONSTITUTIONAL RIGHTS FOUNDATION PROGRAMS

Business Issues in the Classroom (BIC) introduces students to the economic, ethical, and legal issues involved in business decision-making through case studies, lesson plans, classroom placements of business resource volunteers, and an Annual Business Issues Day Conference. Funded through private contributions.

California State Mock Trial Competition clarifies the workings of the judicial system for junior and senior high school students who participate in the roles of attorneys, court personnel, and witnesses. Funded by the California Department of Education.

History Day in California encourages students in junior and senior high schools to research and prepare papers, projects, performances and media presentations, focused on an historical theme to be judged by historians, educators and other professionals in related fields. Funded by the California Department of Education.

Judge in the Camp (JIC) provides youngsters in county probation camps an opportunity to meet a juvenile court judge or commissioner during sessions designed to give wards an understanding of the juvenile court process. Funded through the Los Angeles County Justice System Subvention program.

Lawyer in the Classroom (LIC) resource program places lawyers as volunteers in Los Angeles County classrooms, at the Los Angeles County Mock Trial Competition, and at the Los Angeles County Annual Law Day Conference. Funded by the L.A. County Bar Association, the City of Los Angeles, Los Angeles County, and private contributions.

Law-Related Education (LRE) Training. CRF coordinates local seminars for Southern California high school social studies teachers to provide training in the use of constitutional and law-related materials. Funded by the Keck Foundation and the U.S. Department of Education.

Law-Related Education National Training and Dissemination Program coordinates law-related education training, technical assistance, materials development, and public/private partnerships for infusion into elementary, junior and senior high school social studies courses in nationwide. Cooperating organizations are: CRF, the American Bar Association, the Center for Civic Education, the National Institute for Citizen Education in the Law and Phi Alpha Delta. Funded by the Office of Juvenile Justice and Delinquency Prevention of the U.S. Department of Justice.

(OVER)

ATTACHMENT 3

# THANKS TO THE COMMUNITY

The success of Youth Community Service depends on the support of community agencies and members. We thank you for advising students, providing volunteer opportunities and participating in leadership development activities.

Agape Fellowship
Amberwood Convalescent Hospital
American Red Cross
American Cancer Society
Amnesty International
Art/Gangs Youth Art Center
Assemblywoman Teresa Hughes
Bandini Elementary School
Better Valley Services
Berverly-Fairfax Chamber of Commerce
Braille Institute
Bresee Institute for Urban Training
Cal Poly Alumni
California Scholarship Federation of Granada Hills High
Cara A Cara
Casa Descanso Convalescent Hospital
Center for Communicative Development
Center for Participation in Democracy
Century City Chamber of Commerce
Choosing Healthy Alternatives Makes People Strong
Cheviot Gardens Convalescent Home Visit
Chrysalis Center
City Attorney James K. Hahn
Clare Center
Congressman Glenn Anderson
Congressman Anthony C. Beilenson
Congressman Howard Berman
Congressman Julian Dixon
Congressman Augustus Hawkins
Congressman Meldon Levine
Congressman Edward Roybal
Congressman Henry A. Waxman
Community Youth Gang Services
Community Leadership Seminars, Philadelphia
Councilman Richard Alatorre
Councilman Ernani Bernardi
Councilman Hal Bernson
Councilman Marvin Braude
Councilman Robert Farrell
Councilman John Ferraro
Councilwoman Joan Milke Flores
Councilwoman Ruth Galanter
Councilman Nate Holden
Councilman Gilbert W. Lindsay
Councilwoman Gloria Molina
Councilwoman Joy Picus
Councilman Joel Wachs
Councilman Michael Woo
Councilman Zev Yaroslavsky
Cystic Fibrosis
Echo Park Community Coordination Council
Encampment For Citizenship
Facing History and Ourselves
Friends of Library, Van Nuys
Gault Elementary School
Girl Scouts Troop #539
Good Samaritan Hospital
Hathaway Home
Hollywood Chamer of Commerce
Holy Cross Community Center
I Have A Dream Foundation
Keiro Nursing Home
Kentucky Fried Chicken
L.A. C.A.N.
L.A. Conservation Corps.
L.A.U.S.D. Area Facilities Director
L.A.U.S.D. Painting Technical Supervisor
Laurelwood Convalescent Home
Library Adult Reading Program (LARP)
Lion's Club
Los Angeles Marathon Committee
Los Angeles County Sheriff
Los Angeles Youth Advisory Council
Los Angeles Human Relations Commission
Los Angeles City Department of Parks and Recreation
Los Angeles Police Department
Los Angeles Volunteer Action Center
Los Angeles County Parks & Recreation Centers
Los Angeles Police Department-Project D.A.R.E.
Los Angeles Times
Love Is Feeding Everyone (L.I.F.E.)
Lowman School
Mar Vista Community Center
Mar Vista Elementary School
March of Dimes Walkathon
McDonald's Restaurants
Meet Each Need with Dignity (M.E.N.D.)
Motion Picture and Television Hospital
National Association for the Advancement of Colored People
Operation Safe Streets
Pacific Boulevard School for the Handicapped
Palms Elementary School
Para Los Ninos
Penguin's Yogurt
Pico Union Teen Post
Project D.A.R.E.
Project Oasis
Project Heavy-Central City
Project Heavy-San Fernando Valley
Robertson Library
Salesian Boys & Girls Club
San Fernando Volunteer Center
San Fernando Valley Girl Scout Council
Santa Monica Mountains Conservancy
Search to Involve Philipino Americans (SIPA)
Senator Bill Greene
Special Olympics
Standard Brands Paint Company
Student Conservation Association
Students Against Driving Drunk (S.A.D.D.)
Telephone Pioneers
Venice Family Clinic
Volunteer Center of the San Fernando Valley
Walt Disney Studios
Wilderness Institute
Woodcrest Elementary

ATTACHMENT 4

# YCS SCHOOL ROSTER

## 1987–88

| SCHOOL | PRINCIPAL | ADMINISTRATOR | TEACHER SPONSOR |
|---|---|---|---|
| Belmont High | Marta Bin | Ignacio Garcia | Ella Roberts<br>Jane Nakano |
| Canoga Park High | Charles Molina | William Kinder | Ed H. Stone |
| Fairfax High | Warren Steinberg | Warren Steinberg | Zane Meckler |
| Franklin High | Ed Rosas | Chris Zardenta | Maria Borja |
| Fremont High | John P. Haydel | Richard Sanchez | John Mullens |
| Granada Hills High | Ann Falotico | Allan Donen | Gordon Hom |
| Grant High | Robert Collins | Floria Anderson | Gayle Machado |
| Hamilton High | Betty Maltby | Elizabeth Metzelaar | Boris Sinofsky<br>Fred Von Dohlen |
| Huntington Park High | Antonio Garcia | Marv Gunderson | Elva Miller<br>Daniel Moeller<br>Gail Rolf |
| Jordan High | Grace Strauther | Clarence Jackson | Robert Taylor<br>Audrey O'Keefe |
| Lincoln High | Lupe Sonnie | Wes England | Mark Wilkins |
| Los Angeles High | Pat DeSantis | Margaret Roland | Ronald McCauley<br>Audrey Allen |
| Manual Arts High | Marvin Starer | Thelma Rice | Arlene Andrews<br>Dave O'Neal |
| Polytechnic High | Phillip Nassief | Linda Silvey | Donna "Nikki" Vaughan |
| Roosevelt High | Henry Ronquillo | Art Del Rio | John Perez<br>Frank Nastasi |
| San Pedro High | Bruce Rhoades | Shirley Andrews | Sharon Ogomori |
| University High | Jack C. Moscowitz | Tom Rayburn | Wendy Wilson |
| Van Nuys High | Robert Scharf | Robert Scharf | Sharon Shiree |
| Venice High | Sheila L. Hirschberg | Bud Jacobs | George Woods<br>Fred Siegel |
| Washington Prep High | George McKenna | Yvonne Mason<br>Larry Higgins | Shirley Morris |
| Westchester High | Jim Davis | Bettie Andrews | Louis Landre |

## YCS MEMBERS RESPOND TO QUESTIONS ABOUT SERVICE

At the February "**Catch the YCS Spirit: Participate!**" Conference, students voted on issues related to service. Students cast their ballot in agreement or disagreement with the specific issuers. And now, the results - A for Agree; D for Disagree:

•Students should be required to complete 80 hours of volunteer service for high school graduation. 22 A; 54 D.

•Community service should be available as a substitute for required military service in the United States. 48 A; 28 D.

•YCS students should complete a certain number of service hours during the year to maintain membership. 55 A; 21 D.

•Special awards should be given to YCS individuals or groups who have done outstanding service. 74 A; 2 D.

•Students should be required to attend a certain number of meetings per year to maintain membership. 62 A; 14 D.

•A YCS member should have experience doing community service projects for eligibility to serve as a YCS group leader. 47 A; 29 D.

•If family members of a YCS student participate in community service projects, the YCS student should receive special recognition. 30 A; 46 D.

•For as many projects as possible, non-YCS students should be recruited as project participants. 54 A; 22 D.

•You should wear your YCS t-shirt at all projects and events. 32 A; 44 D.

•Students who complete certain number of community service hours should receive special recognition at graduation or on their diploma. 72 A; 4 D.

• YCS students who do not attend meetings should not be allowed to go to special events. 40 A; 36 D.

• YCS special events should be used to recruit new members. 63 A; 13 D.

The CHAIRMAN. We hope to get your comments on all the pieces of legislation.

I'll take maybe eight minutes; we had four members here a minute or two ago.

Mr. Slobig, statistics show that the rate of graduation from college drops sharply when there is a break between high school and college of any significant period of time. Have you found that the community service programs encourage students to stay in school?

If you graduate from high school and go on to college, you have a 55 percent chance of completing college within 6 years. If there is a period of time between high school and college, then the graduation rate is reduced—some studies say as low as only 9 percent. Your reaction?

Mr. SLOBIG. I think there is evidence to suggest that even early interventions with middle and junior high school kids in service have a significant impact on school retention.

Two programs that we have looked at very closely as part of a five-program case study that Magic Me is one of are programs in San Antonio called the Valued Youth Partnership Program, in which they explicitly targeted on junior and senior high school high-risk potential dropout youngsters, on the basis of analysis of their patterns of dropping out, and turned those potential dropouts into valued youth partners for a younger age group of first, second, and third grade kids who in many respects mirrored the same characteristics that the junior and senior high school kids had. And in a relatively straight-forward, but highly-supportive cross-age tutoring model over the last 2 years, they have had remarkable success in changing the attrition and dropout patterns of the junior high school kids who in the past were not even getting through junior high and moving to high school, and the high school kids who were dropping out.

So that a significantly higher rate of junior and high school completion and continuation of education is there, and it is integrally related with the experience that those young people have had as servers to a younger age group of kids.

In Pittsburgh in the junior high school setting, a very similar program in terms of the population has been structured where kids in the morning in junior high school who are likely to drop out are involved in what is essentially a coop ed-type model of basic core courses in the morning, and in the afternoon they go out and, in much the same fashion that conservation corps members do, seventh, eighth and ninth grade kids working in teams are doing physical construction projects in the neighborhoods, doing minor home repair on senior citizens' homes, doing small construction jobs, repair jobs. It works. It is a win-win.

The CHAIRMAN. How much training do you give the individuals who are involved in these programs? How does that work?

Mr. SLOBIG. Training is very important. It is very important for the young people; it is also very important if you have host agencies involved. Todd, I think, can speak volumes about that, with the experience of the thousands of young people that they have had in Los Angeles.

The young people themselves need to be worked with. It is critically important that there be a significant adult, school-based coordinator, team leader, coach, counselor, somebody within the school who can take on that added responsibility to work with a core group of young people who can then become the nucleus to plan and recruit and involve yet a larger group of young people in actually implementing programs.

The **Chairman**. And there is material available about how that can be done and be effective?

Mr. **Slobig**. Yes. yes.

The **Chairman**. Moving on quickly, we have the in-kind match in our bill because of the experience of the vocational ed program, where it is difficult for schools in underserved areas to develop the kinds of resources to be able to do the match. That is basically why that particular feature was included. If we don't do it the way we do it—you know, I hear you—it is just a question of how you can get the job done.

Mr. **Slobig**. I understand. I have not worked in a local program setting in a lot of years, but I know Senator Mikulski did. I worked in inner city programs in Milwaukee and Chicago. And it is a shell game, really, it is.

Anybody can come up with an in-kind match. And if a school system in particular is serious about taking on a responsibility for systematically structuring school-based service programs, they ought to put their money where their mouth is.

The **Chairman**. Moving quickly along to Peg Rosenberry. Tell us, is there a demand for corps participation that is not being met today by existing programs?

Ms. **Rosenberry**. Yes, there is. Our office promotes the development of new corps programs across the country as well. We currently have requests from at least six other States to assist them as they plan for development of programs.

We have increasingly moved the responsibility for human services to the State and local levels, and they are looking for ways to meet the needs that are there for social services and that their young people have. They are finding that full-time youth corps programs are one way to do it, and they are approaching us for that kind of assistance.

The **Chairman**. Should we consider the conservation corps as service programs, or job training programs, or educational programs—or does it make a difference?

Ms. **Rosenberry**. They are a combination of all three. I think the primary emphasis should be on the service that the young people do. They are comprehensive programs as they exist right now. The young people are not only doing significant work in their communities, but they are getting an education component, they are having their physical well-being taken care of; many of the programs do physical training in the morning. If you visit the San Francisco Conservation Corps, I wouldn't be surprised if Robert Burkhart made you do PT with the corps members at 7:30 in the morning.

The **Chairman**. Not for very long. [Laughter.]

Ms. **Rosenberry**. They deal with the whole young person; they are a comprehensive program that way. And they also very often have parenting classes—some of the young people are parents—career counseling and so on. So they are a combination.

The **Chairman**. Tell me about the socioeconomic criteria. Should it be broad-based in terms of the corps, or not? What is your experience?

Ms. **Rosenberry**. Most of the existing programs right now are not targeted to the disadvantaged, but by their very nature, they serve large numbers of them, because they are full-time, and they are year-around, confined to 16 to 23 or 18 to 25 year-olds.

There is no need to target those programs and stigmatize young people by once again saying you are the clients of our social service system. Let's open it up to a broad range of young people so they get the cross-cultural, cross-economic experience that Todd was talking about.

The **Chairman**. Mr. Clark, we are about to run out of time, but let me ask you this. The emphasis on the school-based aspect of the program, I think you have elaborated on in your own testimony, and the importance of it, the importance of students being involved in the creation of the program. I think that was certainly well-stated over the course of your earlier testimony.

What is your sense in terms of the voluntary or mandatory aspect, and has it varied or changed? What is your experience?

Mr. **Clark**. I think, to try to shift it just a bit from whether it should be required of the student, I think it should be required of the school to provide opportunities for service for all students. I would hate to see us——

The **Chairman**. But not for the student, necessarily; but the school ought to provide something.

Mr. **Clark**. Not at the beginning. If it becomes a demand kind of situation, then we ought to consider it that way. But at the beginning, I think we ought to be very careful to start slowly with the incentives we provide and the way you are proposing, rather than to shove people into something that they do not have an understanding of or commitment to.

The **Chairman**. My time is up.

Senator Pell, the Chairman of our Education Subcommittee, has joined the committee. He has been enormously interested in the program, and I will recognize Senator Pell.

Senator **Pell**. Thank you very much, Mr. Chairman. I am sorry to be late, and I have to leave in ten minutes because I am hosting a coffee for Foreign Minister Arans from Israel.

The **Chairman**. Give him our regards, because we are going to be here.

Senator **Pell**. Yes, I will. I am the host, so I have to be there.

I regret, too, that I will be missing the testimony of our colleague, Senator Nunn, which I think needs to be explored and looked at carefully. I am also very struck by the creativeness of the witnesses today, and I look forward to going over their testimony and over the record. I wish I could be here all morning long.

Having come in late, I will not try to interrupt the flow of thought, so please continue, and I will release my time to Senator Mikulski.

The **Chairman**. Thank you, Senator Pell.

Senator Mikulski.

Senator **Mikulski**. Thank you, Senator Kennedy.

First, let me just make a comment. I think in my 12 years in the Congress of the United States, I have never enjoyed a set of hearings the way I am enjoying the ones on national service.

I like to think that I know a lot about volunteerism, but these hearings and the walk-arounds that we are doing to learn more about it have been so enriching and inspiring to those of us in Congress. I just want to say that.

The other thing is that I think important from the panel, both from the adult leaders to the volunteers themselves, what they are saying to us is that everyone is needed, and everyone can be included; that there is no age limit to volunteerism, that there is no education limit to volunteerism, and that there is no physical limit or physical condition that would limit volunteerism, and that altruism is contagious; that if we set up the right structures, we can have people participate.

Just very quickly, I did a walk-around visit with nonprofit housing groups in Baltimore. We visited a program where people were doing sweat equity contributions to having a home. We talked with a lady who had no arms, who was doing volunteer work and could be included in that sweat equity component, to a young man who needed other educational training and literacy training to be able to get into the job market, but he was out there. And you saw those two working with each other—and you are ready to go.

So I cannot tell you how important this is. We know that we are going to be hearing from Senator Nunn and Congressman Montgomery in a minute. Let me tell you what I need from you, and it would take too long to go into in the questions.

One, to the young people—keep on doing what you are doing; we need you.

To the adults who are thinking about this, we would welcome your recommendations on how we can develop this continuum. We know that everybody is needed, and we want to know how we can include people in a cost benefit way.

The other is the administrative structure. None of us want to create a big bureaucracy which absorbs all the resources and doesn't get down to encouraging the volunteerism. We do not want a trickle-down program. Therefore, what would you recommend as the most efficient way to do it, and then also, what is the training and supervision required.

We know that in order to have a military, you need training and supervision. Even in the National Guard model—the National Guard would not meet without a full-time staff. Somehow or another, we think we can do volunteerism on bake sales. But I happen to believe you need an important component of administration and training. But how can we keep that lean, how can we keep it efficient, so that what we do, again, has the impact at the street corner, curbstone level, and does not create a big, bloated bureaucracy.

So we would welcome your comments. I know, Mr. Slobig, you are thinking about that, but if you could, all of that is, I think, so important, and that would be the subject, I am sure, of an hour or more conversation. But we would really welcome you who are working on this putting your thinking caps on.

Mr. CLARK. We would be happy to meet with you and talk with you about that at any time, Senator.

The CHAIRMAN. We heard Mr. Slobig give one way of approaching that, but if you were able to spell out at least what the options were to us and what you thought were the advantages and disadvantages, and then perhaps your own personal preferences——

Mr. SLOBIG. There is a very interesting analog in the Federal Emergency Management Assistance Act that you might want to look at—not that act, but a facet of it, where a $50 million appropriation for emergency relief, pre-McKinney homeless and hunger relief, was administered in a very creative and unique way.

The CHAIRMAN. I would be interested. Was that the way that the McKinney—we ought to know, since it was out of this committee——

Mr. SLOBIG. I do not know the impact it had on the subsequent McKinney Act developments.

The CHAIRMAN. One thing that we are doing, Senator Mikulski, and it is going to take some time, is I have asked the staff to review all of the various authorizations out of this committee, and to evaluate them, and see which ones are actually getting the resources out into the communities. I have had meetings with legislators from different parts of the country, and they have told me the homeless program is the most efficient because they did not have the bureaucracy in place in that program, and that is a concern that we ought to have as to developing it or not.

But if you could get together on it, and your associations, and give that to us, I think it would be helpful.

Mr. CLARK. I would suggest "Reading is Fundamental" as a piece of legislation that you look at as well. It is similar, I think, to what Frank is proposing, but it is also an out-of-government agency.

Senator MIKULSKI. Which one is that?

Mr. CLARK. "Reading is Fundamental", or RIF. That sets up an out-of-government agency.

The CHAIRMAN. It is one of those crazy programs that was set up in the sixties, Barbara.

Mr. CLARK. Right—it is still there, though, and it is still delivering a very high quality kind of service.

Senator MIKULSKI. And the last issue that we did not touch on with you is the benefits structure. As you know, we talk about proposed high school or post-G.E.D., one type of program. The other is should there be some recognition for school-based programs as to credit, as to working toward a badge, a scouting badge, and so on. Again, we would like your comments on that.

Thank you, Mr. Chairman.

The CHAIRMAN. This point which Senator Mikulski has mentioned here is important—I do not know whether you want to take it on in our own little review—and that is some universities grant credit, some do not. But I thought there were interesting comments in the testimony about tying this into their academic careers. We heard Ernie Boyer saying that it is inexcusable that universities are not doing it. I think it is. We have some excellent universities that are doing it and have been doing it, and you have many others that refuse to do it because they do not want to get their hands dirty. But this country needs that kind of involvement, and for them to be bankrupt enough not to be able to find that way, given the problems, and given the interest of those young people in trying to do it, is another question.

So if you have ideas on that, we would welcome them.

Mr. CLARK. I think James suggested a very interesting incentive idea that had not occurred to be before when he was talking about the Norman Topping Scholarship that the student body supports at USC. The bill might contain some sort of incentive that provide matching funds to student-generated scholarship programs at colleges and universities.

There are many different ways that these things can be developed.

Mr. SLOBIG. The credit/non-credit issue is somewhat like the mandatory/voluntary issue. I mean, it cuts lots of controversial ways. There are ways in which you can encourage things and build on them rather than simply take a broad sweep of trying to do it all one way.

The CHAIRMAN. Yes. We are wide-open, I think, to examine that. Senator Adams.

Senator ADAMS. Thank you, Mr. Chairman.

I have been pleased to join with Senator Mikulski in the National Community Service bill, and yet I am very interested in all of these various bill that have come before us. I apologize for being in and out of the room, Mr. Chairman, but we have the new dean of the medical school out there, and we are trying to determine how we can do such basic things as obtain obs in our rural counties for the delivery of babies.

Senator MIKULSKI. We had a Public Health Service Corps once—volunteerism, you know.

Senator ADAMS. Exactly right. So that you understand where Barbara and I are coming from, I am much older than Barbara, and I remember the CCC, and I remember a great many things like the Public Health Service Corps, and entered Congress in the sixties when we passed a lot of these programs that the Chairman——

The CHAIRMAN. Yes, it was Senator Magnuson who was the developer, from your own State.

Senator ADAMS. Absolutely—and I slosh around in those big shoes of Senator Magnuson, and I feel a great deal of credit should go to all of you for the efforts that you are making in a very difficult time. We are very supportive of them, and we would like to come out of this committee with a bill that brings together a number of these factors.

We are going to be hearing from Senator Nunn, from Representative Montgomery and others. But many of us have a great belief in the volunteerism that is necessary for our children, because as Barbara Mikulski has said often, and I have repeated, all children are at risk in our society today, and some may be more at risk than others. And I appreciate the comments that were particularly made by you, Mr. Clark, that we have too many high schools now that are ethnically amalgamated, but are not together as a group.

So we appreciate your testimony, and Mr. Chairman, thank you very much for holding these hearings.

Senator PELL. Mr. Chairman, if you will excuse me, I will have to leave now, but I would ask unanimous consent that my statement welcoming Senator Nunn and congratulating him on drawing attention to the concept of national service as he had be entered in the record at this point.

The **Chairman**. We will include it in the record.

[The prepared statement of Senator Pell follows:]

## PREPARED STATEMENT OF SENATOR PELL

Mr. Chairman, I am delighted to be here today to continue the discussion begun last week on national service. I am particularly pleased that our esteemed colleague, Senator Nunn, is able to join us today to testify on his proposal. Senator Nunn, you and I share a commitment to the concept of community service. We share a belief that in a democracy, service to one's nation is a fundamental responsibility of citizenship. It is no secret that we have differences in the details of our two proposals, particularly as they pertain to existing student aid programs. However, I believe we share more in commmon than we do in difference. I also believe that you have been the one primarily responsible for raising national attention and support for this critical issue. In a very real sense we might not be here today were it not for the enthusiasm you have brought to your proposal.

I am also pleased to welcome our colleague from the House, Representative Montgomery. Mr. Montgomery, we are all deeply indebted to you for the excellent system of educational benefits now provided to the men and women who serve in the armed forces. In fact, military service under my proposal would reference the Montgomery GI Bill of 1984 and would not establish a separate program. Thus, the test program I am advocating would apply only to community service, and would not interfere with the excellent work you have done.

Once again, Mr. Chairman, I look forward to this and future hearings on this issue.

The **Chairman**. Okay. We have given you some things to do, and I hope you understand it. I will ask staff to just write you a note, and we will take your input. I think Senators Mikulski and Adams and Pell and I have indicated what we would like to hear you comment on, but we will ask the other members as well, and we will not make it too voluminous, but I think there are some watershed issues which we would appreciate your guidance on.

Again, I want to join Senator Mikulski in thanking the volunteers. I think you deserve a lot of credit, and your comments have been extremely helpful to the members of the Committee.

You see, there was no reason to be nervous, was there, Mr. Braden, none at all. You just told us how it is out there.

Mr. **Braden**. That's right.

The **Chairman**. It was enormously interesting, and I think many other young people who may not have finished school, when they hear your story, about how you went out and enjoy that work and are a crew leader now and are developing skills, I think that is an excellent example and one that you ought to be proud of.

And Samantha and Mr. Sakamoto, we thank you as well for all the work that you are doing.

Thank you very, very much.

We next welcome Senator Nunn and thank you for coming this morning. We know that you are chairing some hearings in the Armed Services Committee on base closings, a very important issue——

Senator **Nunn**. I am protecting Massachusetts bases, Mr. Chairman.

The **Chairman**. All right, good. We want to make sure they all remain open up there.

But I think there is one common point that has been raised over the course of these hearings, and that has been the recognition of your leadership and continuing focus on the issue of national service. I think all those who have been here certainly have acknowledge it—I have. And we are very much looking forward to working with you, both members of this committee and other members of Congress, on this whole idea and proposal, as well as with the Administration.

We called the Domestic Counsel in the White House and mentioned to him that we wanted to work with President Bush. We know there are members of the Administration who are attending these hearings and other hearings, listening to the testimony, and we are very hopeful in working together on a proposal that will release the extraordinary energies that exist among the American people to try and do something toward investing in our country.

We look forward to hearing you at this time.

## STATEMENT OF HON. SAM NUNN, A U.S. SENATOR FROM THE STATE OF GEORGIA

Senator **Nunn**. Thank you very much, Senator Kennedy, Senator Adams, and members of the committee.

I appreciate the opportunity to testify on Senate bill 3, the Citizenship and National Service Act, which I have sponsored along with four Senate colleagues. I believe we introduced in on January 25th.

Mr. Chairman, I have a prepared statement that is rather lengthy, and I am going to try to summarize that today, but I would like for all of it to be in the record.

The CHAIRMAN. It will be included.

Senator NUNN. First, I want to commend you, Mr. Chairman and the other members of this committee. Senator Pell, I just met on the way out. He had to go preside, and I know that he has been working in this area for a long time, as you have. You have done an excellent job in promoting not only national service that we are talking about now, but the overall concept of helping young people receive assistance on educational benefits. I commend you for that.

I applaud the various proposals which have been introduced by members of this committee and others on national service. I hope that the number and variety of proposals in the Congress, along with whatever the administration comes up with—and I am delighted that President Bush has taken an interest in this area—I am hoping that all of those efforts together will lead to the enactment of a workable and effective national service program this Congress, and if possible, beginning this session.

If it is done right, I believe national service can represent a fundamental breakthrough in our ability to address what I call the social deficit in America, and an equally fundamental change in the way Americans think about their relationship to the broader community. If it is done right, we can stimulate one million points of light and instill a new, overall sense of mutual obligation.

Mr. Chairman, I know that you already understand our proposal, but I want to just repeat the highlights of it very quickly here, and then I want to discuss some of the things that people have pointed out in the way of questions and constructive criticism.

First, the Citizens Corps proposal would expand and effectively guarantee Federal education aid for those who serve their country by offering all young Americans an equal opportunity to earn money for college and job training.

Second, for those who do perform national service, existing grant programs would be replaced by vouchers that could be used at the volunteer's election for college tuition, for job training, or for a down payment on a house, in the case of money leftover in the job training account. The amount of the voucher would depend on the type and length of service—$10,000 per year for civilian service; $12,000 a year for military service—and that includes a commitment of eight years in active duty and reserve—and a $24,000 payment or voucher for 2 years of active military service, followed by a reserve commitment.

Third, the actual recruitment and placement of volunteers would be handled by regional councils, similar in many respects to those who administer the Job Training Partnership Act, Mr. Chairman, that you have been so familiar with and such a leader in. The councils would be composed of members drawn from the private sector, from business, from organized labor, and local governments. The States would be in charge of formally establishing these councils, setting top priorities for community service if they choose to, and providing field monitoring to ensure compliance with the purposes of the bill, including the provisions prohibiting the use of volunteers to supplant paid labor, which we think is important.

Fourth, the States would also provide approximately one-fourth of the cost of administering the program and of providing subsistence pay to the civilian volunteers. The States would participate, as we envision this proposal. We really do intend that the civilian portion of the Citizens Corps will become a State-local program, linked closely to specific local needs and priorities, and placing volunteers in work that helps address the problems of their own communities.

The public and nonprofit agencies that use national service volunteers—and we would hope, Mr. Chairman, that most of the people who use these volunteers would be either existing organizations or new organizations formed for this purpose, and would not be governments themselves—these users will be required to pay a fee, and we have suggested just as a concept about $1,000 per volunteer, to help defray administrative costs and to ensure that make-work positions are not created. In other words, we want the people using the volunteers to have a real stake in making sure the jobs are meaningful.

The bill would also provide for a Senior Service Corps of retired volunteers who would be especially useful in administering the program at the local level and conducting the minimal training necessary for these low-skill position.

When fully implemented, the Citizens Corps would be a highly-flexible resource for addressing widely varying community needs. In some parts of the country, as I visualize it, volunteers might concentrate on literacy training or conservation projects; in others, the overriding need might be the construction or maintenance of affordable rental housing, or minimum-care home services for the elderly. I think these needs will vary from one area to the other, because community needs and available paid labor vary. It does not make sense to dictate from Washington a uniform approach to so vast a backlog of social needs.

The cost of this program, both initially and when it is fully implemented, is still under review by the Congressional Budget Office. We have already made a fair number of modifications in the original concept to ensure fairness to those who might otherwise qualify for existing student programs, and each modification limits the offsetting savings available from reduced funding for other existing programs.

We are also considering other modifications, such as a higher "voucher-plus" benefit for volunteers from an especially poor background who might be going to expensive colleges.

So the long and short of it is, Mr. Chairman, we cannot give you the exact cost at this time. The CBO is working on that. I have seen all sorts of cost estimates, but I would like to say clearly that we never envisioned this proposal being put into effect immediately. We felt it would be phased in; we felt that the cost would be controlled because you would control the number of people going into it. We also felt that you should not implement it nationwide on any kind of crash basis, because you do not know all of the answers to all of the questions yet. And we believe that any kind of cost analysis would have to take into account both the phase-in analysis and the controllability.

What I'd like to do today with the remainder of my time is to address three criticisms which I believe are largely—not totally, but largely—misconceptions that have been expressed about this legislation.

First, no student aid program will be eliminated or phased out under our bill. Over time, the bill would convert the basis for most student aid from the current entitlement to a benefit earned through national service. So we change the nature of it, but we do not eliminate those programs.

Second, the Citizens Corps would in no way restrict opportunity in higher education. On the contrary, it would do what current programs do not do; it would provide a universal opportunity for all young Americans to attend college or to obtain skill training if they decide they want to serve their Nation.

Third, national service does not impose an unfair burden on the poor. We have heard this a great deal, and I certainly admit it is a legitimate concern and a sincere concern by a number of people. We should bear in mind that most poor youngsters do not go to college, first of all, and therefore derive little benefit from the current student aid programs. The very poor in our society are not those in college, even among the poorest students, in terms of economic groups.

Under our proposal, our poor and needy citizens would be the primary beneficiaries of the services provided by hundreds and eventually thousands of young volunteers in the Citizens Corps. And just as the military service has traditionally been a way up and out of poverty for many Americans, civilian service would offer the same opportunity for young people to help themselves by serving their communities.

I view this bill as a double investment in our people; both those who receive the services and those who provide the services will benefit.

Mr. Chairman, let me say that you and Senator particularly have fought a long and noble battle to convince several administrations, our colleagues in the Congress, and the American people that higher education assistance is one Federal investment that pays for itself many times over, both in economic and social benefits. I do not believe it is any longer a question of simply trying to do a good deed to our young people; it is a matter of being able to compete in our world. If we do not fully utilize our human capital and train our human capital, we simply in this country are not going to be able to compete in the world.

But as you know better than most, the current Federal programs are falling behind the need in this country for Federal student financial assistance. This legislation would offer young people a guaranteed benefit that is twice the average Pell Grant. In addition, they can still qualify for loans, although it is our hope that they will not need to borrow as much in the future.

I do not believe it is unfair to a low-income young person to offer him $5,000 a year with a $10,000 tax-free voucher that first year out of high school. I just do not see how anyone can say that is unfair. This is far more than most young people can earn, and in addition gives them what so many of our low-income groups do not get—never get—and that is valuable job experience.

Our bill also corrects the glaring inequity in the way our society treats young people who are not college-bound; I call them "the forgotten half". The Citizens Corps would give these young Americans an equal opportunity to gain valuable work experience while they earn a voucher for job training or for a down payment on their home. A year of job experience will give these young people the job skills and the maturity they need to succeed in later life.

This 50 percent of American young people is by far the lowest income group in our society, but they are forgotten by most current programs and also by most of the national service proposals being discussed.

I see Senator Mikulski here; she has been a real promoter of national service. I am proud to be a cosponsor of her bill, the National Community Service Act, which provides for part-time, neighborhood-based community service. This is fashioned after the National Guard program in the military, and Senator Mikulski's bill would allow volunteers to serve two weekends a month and two weeks a year and receive an educational or housing voucher.

I envision incorporating this type of part-time option into the Citizenship and National Service Act. Through this proposal, students could volunteer for the Citizens Corps while in school and receive vouchers to pay for their education.

I also believe, Mr. Chairman, that one thing we are going to need to do here is to have a certain number of young people who go through on somewhat of an ROTC commitment on the civil side, because we will need some college graduates in this program; we will need them to help administer it, to help guide it, to help instruct. And I would visualize young people making a commitment in advance to serve after they get through college, a certain number of them, and go ahead and help with their education based on that contractual relationship.

We think for both pragmatic and altruistic reasons that many middle- and upper-income young people will want to perform national service. If you look at the makeup of the Peace Corps and VISTA now, without benefits offered in this bill, you will find that most of those young people, or a great number of them, are from higher-income groups. Our legislation should stimulate more volunteers from middle- and lower-income groups into joining these valuable existing programs.

In addition, the cost of higher education is a burden for many middle-income families as well as for lower-income families. The bill would offer the opportunity for any young person to serve his country before or after college and to earn substantial benefits for which they are currently ineligible.

I would submit, Mr. Chairman, we are going to find a whole lot more interest in this program by middle- and upper-income people than anyone would envision. We find a lot of families that make $20,000, $30,000, $40,000 a year who are having a real struggle getting children and young people through school. So this is not simply a program designed for low-income people, although we think it will help. It is a program that will be designed for people of all income levels.

Let me also repeat that existing student aid programs will continue under this bill for those who meet several important exceptions. Anyone with a disability that prohibits service—although we hope that an awful lot of our disabled young people will be able to serve; anyone with compelling personal circumstances, like family responsibilities or financial constraints, would be exempt. And I would also say that they would qualify, I think, under Senator Mikulski's bill. So that fills a gap there. We do not require anyone over the age of 26 to serve in order to receive educational benefits. Anyone who volunteers but cannot be placed in a useful position—and I would envision during the first several years of this proposal, there would be a number of people in that category—they would have the continued rights to the current programs just as they do now. And everyone who is participates in the current programs when the service requirement takes effect, which would be, as we visualize it, about five years from now—all of these people can still apply for and receive assistance under the current programs as before.

The only young person who would fair more poorly under national service than under existing programs would be an able-bodied 18-year-old high school graduate with no disabilities or other compelling personal circumstances who qualified under the exemptions of this bill and who simply did not want to perform any service whatsoever.

There is no doubt in my mind that the American people and the Congress will support higher levels of college assistance if the benefits are earned, if the opportunity to earn them is available to everyone without having to fill out countless financial disclosure forms, and if the taxpayers feel they have a real stake in the services these students perform.

That is precisely what we are trying to accomplish in the area of college assistance.

An important part of this bill which has not been discussed is the involvement of senior citizens in both the provision of services and in the administration of the program. As our society ages, we cannot afford to fail to take advantage of the enormous talent and enthusiasm of the elderly in our society. The existing older American volunteer programs have proven to be very effective in meeting important community needs, and we believe that our Act here would increase these valuable opportunities for our senior citizens.

Mr. Chairman, let me conclude by expressing my recognition that S. 3 represents a major change in the way we think about student aid as well as community service. For that reason, we propose to phase the program in over 5 years. In that way, we can both control the costs and assess the benefits of the program as we go along.

We may also want to provide for a pilot project type program, with various States providing national service as an option to students. I can visualize different States trying different areas of service. One State might try to concentrate for a year or two on teaching illiterates to read and write; another State might specialize in home health care. We might find various proposals introduced by other people that would be experimented in some States. So I would hope that we would look very carefully at the possibility of coming out of here with some kind of pilot project.

The one thing I think we can expect in any kind of program of this magnitude is the unexpected. I believe that that is almost inevitable. We are not going to be able to sit here and visualize everything that might happen in terms of human nature.

I believe this legislation would renew a sense of civic responsibility in this country—neighbor helping neighbor, the willingness to sacrifice for the common good, a sense of giving back to our communities and our country. These are the values that made this country great and ideals that this bill seeks to promote. Senator Mikulski has used the term, "sweat equity", on several occasions, and I think that describes it very well.

Mr. Chairman, as we meet here today, America is the most blessed nation in the world; we are at peace in the world. For the vast majority of Americans, prosperity is at hand. But there are some disconcerting signs on the horizon. Upward mobility is slowing. For the first time in generations, parents today are questioning whether their children will lead a better life than they have led. Our country is losing its competitive edge in the world. A recent Washington Post poll showed that 54 percent of Americans think that Japan is now the world's leading economic power. Escalating costs of higher education are making the dream of a college education out-of-reach for too many middle-income Americans.

In the past ten years, the percentage of poor, black, Hispanic and blue-collar youngsters going to college has had a very significant decline.

The social deficit, poverty, illiteracy, inadequate health care, crime and drug abuse continues to escalate as our fiscal ability to deal with these problems continues to be squeezed.

Last year, the all-volunteer Army did not meet its recruiting quota. A diminished sense of community has resulted in rising cultural and racial tensions in many communities. Above all, a declining spirit of citizenship has resulted in too many Americans asking what their country can do for them and not what we can do for our country.

To me, all of this means that the many Federal efforts to deal with these ills are not addressing the goals, as we cannot allow the commitment to those programs to compromise the fundamental principles which they are intended to further.

Mr. Chairman, I think it is time for us to look at new approaches to underscore the commitment to these principles—economic growth, upward mobility, equal opportunity, social justice, national strength and citizenship. And we believe that S. 3, although it is far from perfect, is a concept that the committee and the Senate should consider, as well as the Nation.

[The prepared statement of Senator Nunn follows:]

Nunn

SENATOR SAM NUNN
TESTIMONY FOR COMMITTEE RECORD ON S.3, THE CITIZENSHIP AND
NATIONAL SERVICE ACT OF 1989
SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
MARCH 14, 1989

Mr. Chairman, I appreciate this opportunity to testify on behalf of S. 3, the Citizenship and National Service Act of 1989. The bill was introduced on January 25, by myself and Senators Glenn, Robb, Breaux and Sasser. There's a companion bill in the House, H.R. 660, which was introduced by Rep. Dave McCurdy of Oklahoma.

I want to say at the outset that S. 3 is intended to be a conceptual starting point for enactment of national service legislation by Congress. I welcome suggestions and constructive criticism from members of this Committee and others, and I recognize that other Senators have complementary pieces of legislation designed to promote community service in one form or another.

I do, however, want to call attention to the unique scope of S. 3. This bill proposes more than a different way of financing college education, and offers more than a stimulus to community service. It proposes an entirely new kind of public enterprise, one that enlists civilian volunteers to deliver vital human services for millions of needy Americans, and that aims at nothing less than a new civic compact of mutual obligation between each citizen and the nation as a whole.

National service is not a new idea, but it is an idea whose time has come. In many respects, this legislation is essentially a new G.I. bill expanded to include civilian as well as military service to the country. It would be strictly voluntary, but strongly encouraged by Federal benefits.

The country would be enriched not only by the educational, job training, and housing benefits that volunteers could earn, but from the service they perform to earn those benefits. The Citizens Corps concept would represent a double investment in America's future, allowing volunteers to improve their own prospects in life by helping others to do the same.

By linking public service and public benefits, voluntary national service can help us tackle two urgent problems facing our country: the "social deficit" of unmet human needs that has accumulated over the past decade, and the economic squeeze on low- and middle-income families.

With college and housing costs rising beyond the reach of many American families, and with career opportunities dwindling for high school graduates who have no more than rudimentary job skills, there's an acute need for a new program of strategic

And without a doubt, the quality of our "human capital" will be critically important to our nation's future as we compete in an increasingly sophisticated world marketplace.

Education is the single most important element determining the quality of our "human capital" in the future. Consequently, a central purpose of S. 3 is to strengthen Federal support for higher education.

Yet that is precisely what is happening today, and the situation is getting worse each year as the gap between already insufficient Federal assistance programs and the rapidly rising cost of higher education grows larger.

Between 1980 and 1988, costs for public and private colleges rose by 40% after inflation is taken into account. During the same period, Federal student aid grew just 3% after inflation. And despite several years of relative prosperity, personal income has not filled the gap, either: family income grew just 33% from 1980 to 1988, and that figure obviously does not account for wide discrepencies among income levels.

In 1980, the maximum Pell grant covered over 40% of the average college tuition bill. Today that figure has dropped to 29%.

How have American families managed to send their children to college? Well, many simply haven't, especially those with limited means. From 1980 to 1986, the proportion of students for blue-collar enrolling in college dropped by one-fifth. Black enrollment dropped from 34% in 1976 to 25% in 1985; during the same decade, Hispanic enrollment dropped from 36% to 27%.

Students who have managed to scrape together the funds for college have increasingly been forced to borrow, even as the conditions for eligibility for student loan programs have been tightened. In 1976, guaranteed loans represented just 21% of Federal student aid; that percentage is now up to an alarming 66%. Loan default rates increased by 700% between 1981 and 1988, and the cost of covering and then trying to collect on defaulted loans now represents roughly half the total Federal cost of the program.

In short, Mr. Chairman, existing Federal student aid programs are not working, and given the fiscal restraints we will continue to face for the foreseeable future, it is unlikely that they will ever work in their present form.

I believe the best way, and perhaps the only way, we can muster broad public support for an expanded Federal investment in higher education in the present climate is to link higher benefits to work that clearly serves broad national purposes, and also to make those benefits an opportunity available to all, rather than an insufficient entitlement for an ever-diminishing few.

The Citizens Corps proposal would expand and effectively guarantee Federal education aid by offering all young Americans an equal opportunity to earn money for college and job training.

Existing Federal student aid programs--Pell and supplemental equal opportunity grants, college work study, and guaranteed, Perkins and Plus loans--would not be ended under S. 3, despite what you made have read or heard.

All these existing programs will continue to exist for all eligible students during the five-year phase-in period...and then after that, for a wide range of students who cannot perform national service due to a disability or other limitation...should not serve because of family obligations or other extenuating circumstances, such as financial hardship...or those who are willing to serve but cannot be placed in an appropriate position.

For those who do perform national service, existing grant programs would be replaced by vouchers that could be used at the volunteer's election for college tuition, job training, or as a down payment on a house. The amount of the voucher would depend on the type and length of service: $10,000 per year of civilian service, $12,000 for a military reserve commitment of eight years, and $24,000 for two years of active military service followed by a reserve commitment.

All national service volunteers would continue to be eligible for existing student loan programs as well...and it is assumed that the availability of larger cash grants than before will help reduce the dependence of students on loans, while also relaxing the tough competition for limited loan funds.

In other words, the only student I can imagine who will fare worse if S. 3 is enacted is an able-bodied 18 or 19 year-old with no extenuating financial or family circumstances, who simply refuses to perform any service at all.

Some critics have argued that the Citizens Corps concept discriminates against the poor, because wealthier students will be able to go to college without performing national service.

Mr. Chairman, I have never suggested that this one piece of legislation will usher in the Millenium and abolish all the privileges of wealth. Wealthy students have an enormous advantage today, and as the facts clearly show, existing student aid programs have failed to redress the balance. But today the advantage of wealth often means the difference between going to college, and not going to college. Under the Citizens Corps proposal, low-income students would have a chance to earn higher benefits and greatly increase the chance to go to college.

I fail to understand how offering low-income students this opportunity would be discriminatory. You cannot take away a "right to go to college" that simply doesn't exist today.

In addition, existing student aid programs do nothing at all for the "forgotten half" of American youth, a high percentage of whom are from low-income families, who do not intend to go to college in the first place. S. 3 would give these young people an incentive to serve, by allowing partial or full use of vouchers for job training or for a down payment on a house--another element of the American dream that has been steadily slipping beyond the reach of low- and middle-income families.

Finally, let's not forget that the poor will be the primary beneficiaries of the services provided by Citizens Corps members.

Equal opportunity to earn the kind of benefits that facilitate upward mobility, and service aimed at spreading those opportunities to those who today have little hope of climbing the economic ladder--those are the hallmarks of this bill.

Let me speak for a moment about how the civilian service portion of the Citizens Corps--the main interest of this committee--would be administered.

A small new Federal corporation, modeled after the Corporation for Public Broadcasting, would be established to provide overall direction for the program, and to administer the voucher benefit.

The actual recruitment and placement of volunteers would be handled by substate regional councils, similar in many respects to those which administer the Job Training Partnership Act. These councils would be composed of members drawn from the private non-profit sector, business, organized labor, and local governments. The states would be in charge of formally establishing these councils, setting top priorities for community service if they chose to, and providing field monitoring to ensure compliance with the purposes of the bill, including the provisions prohibiting use of volunteers to supplant paid labor.

The states would also provide approximately one-fourth of the cost of administering the program, and of providing subsistence pay to civilian volunteers. We really do intend that the civilian portion of the Citizens Corps will become a state-local program, linked closely to specific local needs and priorities, and placing volunteers in work that helps address the problems of their own communities.

To ensure that the cost-sharing arrangement does not work a hardship on state governments, we will phase that requirement in slowly.

The public and private non-profit agencies that use national service volunteers will be required to pay a fee--perhaps $1,000 per volunteer--to help defray administrative costs and to ensure that "make work" positions are not created.

And finally, the bill would also provide for a Senior Service Corps of retired volunteers who would be especially useful in administering the program at the local level, and conducting the minimal training necessary for these low-skill positions.

When fully implemented, the Citizens Corps would be a highly flexible resource for addressing widely varying community needs. In some parts of the country, volunteers might concentrate on literacy training or conservation projects; in others, the overriding need might be the construction or maintenance of affordable rental housing, or minimum-care home services for the elderly. It will and should vary, because both community needs and available paid labor vary, and it doesn't make sense to dictate from Washington a uniform approach to so vast a backlog of social needs.

The cost of this program, both initially and when it is fully implemented, is still under review by the Congressional Budget Office. We have already made a fair number of modifications in the original concept to ensure fairness to those who might otherwise qualify for existing student programs, and each modification limits the offsetting savings available from reduced funding for those existing programs. We are considering other modifications, such as a higher "voucher-plus" benefit for volunteers from an especially poor background.

Some of the attempts to estimate the cost of this bill have been wildly unrealistic based on assumptions that we do not share. In order to control the costs and to assess the benefits of the program, we phase it in over five years. In this way, we can ensure that meaningful work is created and that the program costs are not excessive.

In any event, this program will be a bargain for the nation. Also, the benefits will be great.

After all, this isn't just a volunteerism program. It's a higher education bill, a housing bill, a job training bill, a literacy training bill, a community development bill, a conservation bill, a home health care bill...it's a fundamental investment in our country's capacity to address its social problems, and a fundamental change in the way people in this country view their relationship to the broader community.

I don't expect CBO to make any estimates on the long-term savings the Citizens Corps could ultimately generate, but there's no question that upwards of a million motivated young people can make a difference in addressing needs that will otherwise continue to produce ever-rising demands on public services.

Nor is there any question that the benefits these volunteers receive will pay for themselves many times over. For example, a college education is estimated to be worth $640,000 in average lifetime earnings above and beyond what a high school graduate earns. The revenues that income would generated, and the incalculable value of a more highly educated population, are worth taking into account. Just look at what the G.I. Bill accomplished.

But above and beyond the fiscal or economic costs and benefits of national service, there's the value of re-establishing an ethic of civic obligation in this country.

I would in closing like to quote from some remarks made last Saturday by Ron Brown at a meeting of the Democratic Leadership Council, the group that originally developed this particular program.

He said recently that "this new ethic of citizenship says, you don't get because you ask, you get because you give...."

"That is the cost and joy of being an American citizen. And I believe that also defines the patriotism that we feel for our country and for the government which serves the American people."

Mr. Chairman, as we meet here today, America is the greatest nation in the world. We are at peace in the world. For the vast majority of us, prosperity is at hand.

But there are some disconcerting signs on the horizon.

Upward mobility is slowing. For the first time in generations parents today are questioning whether their children will lead a better life than they have.

Our country is losing its competitive edge in the world -- a recent Washington Post poll showed 54 percent of Americans thought Japan was now the world's leading economic power.

Escalating costs of higher education are making the dream of a college education out of reach for too many middle income Americans.

In the past decade, the percentage of poor, black, Hispanic, and blue collar youngsters going to college has decreased.

The social deficit -- poverty, illiteracy, inadequate health care, crime and drug abuse -- continues to escalate.

Last year, the all volunteer army did not meet its recruiting quota.

A reduced sense of community has resulted in rising cultural and racial tensions in many communities.

Above all, a declining spirit of citizenship has resulted in too many Americans asking what their country can do for them, not what they can do for their country.

To me, all of this means that the many federal efforts to deal with these ills are no longer achieving their goals. And we cannot allow our commitment to those programs to compromise the fundamental principles which they are intended to further.

Mr. Chairman, it is time for us to look to new approaches to underscore our commitment to our principles -- economic growth and upward mobility, equal opportunity and social justice, national strength, and citizenship.

Voluntary national service, as embodies in S. 3, is such a new approach. I urge the committee to consider it favorably.

The **Chairman**. Thank you very much, Senator Nunn. You have given us a lot to think about in those areas of needed concerns, and you touch on many of the areas of concern to this committee. Your emphasis, again, on community service is an ongoing and continuing theme, certainly of these hearings.

Let me ask you to respond to some of the other issues that have been raised. I, for one, have little problem with individual Americans earning certain benefits, particularly in the area of education. We have made some progress in the new G.I. Bill that now is in effect. I think it is having some impact in terms of offering educational opportunities to many of those in the service of the country.

One of the points that you mentioned was what the impact was going to be in terms of the military. Congressman Montgomery, who is really the author of that proposal, is going to come over later on. Evidently, the Defense Department has indicated that they think this might have an adverse impact on that program, which has been in place for some 2 years now, and as I understand to the extent that it has been reviewed, is having some impact.

How much weight should we give that question? In terms of your own views, and as Chairman of the Armed Services Committee, you know what their concerns are in terms of that program—how much weight should we give to those reservations?

Senator **Nunn**. Mr. Chairman, I will be listening very attentively to not only the Department of Defense, but also the individual services, because it may vary from service to service. We have written each of the personnel chiefs and the chiefs of staff of each of the services, asking them to give us a critique, their honest opinion. These are experts, and they do have legitimate concerns.

We want to make sure that the military component remains the most attractive. If we need to adjust the relative amounts that you would receive from military versus civilian service, then I think we ought to do that. It is important that the military option be still the most attractive.

But I would contend that the military has to look at a broader scale, and not simply a narrow focus of what is best for them in the first year or year and a half or two years, but rather, what kind of society we are going to have to furnish young men and women into the military. If our society does not increase the human capital that we have, that is, the education and skills training, the military is going to be on an eroding foundation, even if they get along okay for the next 4, 5, 6 years. So I think the military has to get away from the periscope approach and look at the broader question of what kind of society is going to furnish the young men and women of the future, not just three years from now, but five or ten years from now.

But the point that Congressman Montgomery will make about the competition with his own well-received program is a valid point. We have to consider that.

I would also submit, though, that I think some people are not looking at the greatly enhanced pool of young people that this is going to stimulate to be interested in some type of service, not just the military, but others. And I believe that by increasing that pool, much larger than it is now, you are going to help the military.

Now, they will base their analysis on the existing pool of people who want to volunteer, and I think that is a very limited scope. I think you have to visualize an increased pool, and if the pool doesn't increase, then this program is not going to work. That is the reason I think we need to have some experiments.

The final thing I would say is that the military often overlooks the fact that they are competing now with a very generous option for people who do not go into the military—that is, the Pell Grants and the student loans. That is already competition. So they tend to take the view that that competition is a given, and they sort of ignore this, and they see the other competition coming in.

I would believe that when we create the whole spirit in this country of more volunteers, that you are going to have a beneficial effect for the military. But again, I think their own concerns are valid, and we have to pay a great deal of attention to those in shaping this legislation.

The **Chairman**. We welcome whatever information they provide in analyzing your bill as well. We will appreciate hearing their comments.

In considering the position that will be taken by Congressman Montgomery as to the impact that this would have on the G.I. Bill, I suppose we ought to take a look at what impact it might have with regard to some of the existing programs like Peace Corps or VISTA, that have a rather dramatically different stipend. I mean, VISTA participants are given $900 per year, and Peace Corps provides readjustment allowances of $2,400. There are only a handful of individuals involved in those programs. VISTA has been cut in half; Peace Corps has also been reduced. So we are only talking about a few thousand, but those are important concepts, and they are important programs. I am hopeful we can expand the VISTA program as well as Peace Corps in a responsible way.

Senator **Nunn**. I agree with that.

The **Chairman**. But the adjustments in terms of the financial incentives are quite different, and I think if we go this route in terms of the stipend and in terms of benefits, that we ought to take a look at the existing programs that are in place.

In listening to you on the education programs, I am glad you addressed it, and perhaps in your full statement you go into even greater detail, because there is a common perception that funding for this program would be primarily out of the education programs. Over 75 percent of the Pell grants go to families earning $15,000 a year or less. They are targeted on low-income groups. There has been a really dramatic shift from the grant program to the loans, and an encumbrance has been placed upon young people with heavy loans who come from low-income families. This committee has wanted to try and ensure that financial aid will be targeted on low-income students but also recognizes that families may have two children or three children—some have even had nine children.

But as I understand, you say that there is a criterion by which individuals still would be able to benefit from those programs. You mentioned several sources in which aid programs would still be available, and I just jotted them down, if they are unable to participate because of some physical disability, family emergency requirements, over 26 years old, there is no useful opportunity for participation in community service. But as I understand—and I just jotted them down as you commented—do I understand that the rest, the funding for all the other education programs, would be put in the pool which would fund your particular recommendations?

Senator **Nunn**. That is what we visualize. If people can qualify for this program and are not under any exemption, we feel that they should take this community service route as a way of achieving their education, and then the taxpayers will reward them with much more lucrative benefits than they now receive.

We also believe that it has to be remembered that the beneficiaries of this program are poor people, and we are going to greatly expand social services by this. So that when you look at the poor of America and low-income America, I think you have to look beyond just one student, to the overall society, as to what we are doing here.

I would also submit that the "forgotten half"—50 percent of our American high school graduates—do not go to college, and I think they are being left out, too, and they generally tend to be at the lowest economic scale—not always, but that is the general rule.

So we believe for all of these reasons that if you look at the low-income people in America, they are going to be great winners in this overall concept. If you look at one individual 18-year-old student who may not be exempt from this program, and you say, well, that individual student could have gone directly to college with a student loan rather than serving for a year on that one student, you could say, yes, that may be some degree of a penalty. My own view of it is it is not a penalty at all for a young high school graduate, $4,800 a year, an opportunity to gain job experience and a $10,000 tax-free voucher. If that is a penalty, it seems to me we need to re-examine what our overall concept of punitive is, because I think it is a benefit, and I think it would be viewed by most young people as a benefit.

I have been to a lot of high schools and colleges on this—Senator Mikulski and I visited a number—and frankly, I think some people out there are being protected who do not want to be protected from this kind of a proposal. They want to participate in this kind of a proposal, and they view it as an opportunity.

The **Chairman**. I think it is enormously important to really examine the education components. I am struck by our University of Massachusetts in Boston. The tuition is $1,100. Eighty-five percent of the parents of those kids never went to college, and 85 percent of them are working 25 hours a week or more. And when we talk about the cost of the education program, going up by $50 or $100, for many people, it does not seem significant. But when that goes up another $100 or $150, it has an 8 to 10 percent impact in terms of those kids going on in school.

So some of the programs that come out of this committee are not adjusted as much as we could, although I think that Senator Pell and Senator Stafford over the period of time tried to target them into the areas where there is the greatest need. And given what has happened over the period of recent years, I think the general concept that we basically accepted before, that we were not going to try and put a dollar sign on the schoolhouse, has been eroded.

But in my own State—and I don't know what yours is—but 65 percent of all of our kids get at least some form of assistance. And we want to make sure that those kids who go to University of Massachusetts in Boston, with an adjustment, who are coming out of what you would have to call the working poor, poor families, will not be suddenly stifled into a situation where they would miss that kind of opportunity. So it is the educational components which you have mentioned here this morning, as well as the volunteer and service components, which we will be looking at.

I do not want to take a lot more time——

Senator NUNN. I agree with that, Mr. Chairman. We do want to work with your committee in making sure we do not have flaws in that area. We want to expand educational opportunities for our young people. That is one of the main goals of this—not the only goal, but one of the main ones.

The CHAIRMAN. In fairness, we are going to be looking at what is the dollar per volunteer. We are back to that, and I find it unfortunate, but that is the reality. I think when you look at these kids this morning, it is not only the amount of service they are providing, but that which we never can quantify, the difference it means to that individual who provides the service. We have not worked that out as to how you quantify that aspect, but it is an innate value to the society and to that individual.

Nonetheless, we are going to be looking at that over the period of this year. All of us are familiar with the budgetary considerations. So to the extent that you can at some point give us whatever you can on the question of the cost, I think that is going to be of some importance.

How large a corps do you eventually see?

Senator NUNN. Well, we have visualized 750,000 to 1 million young people eventually, but I think that is down the road. I think it would take a number of years to get there, and I think the worst mistake that could be made with this kind of legislation is to implement it all at once and expect it to work. I don't think you can do that.

I believe we need to go pilot projects. I believe that some of the other national service proposals also should be tested. I believe in the testing approach before you jump into something this big——

The CHAIRMAN. Test before you buy.

Senator NUNN. That is right—fly before you buy, as they say.

I do not believe we ought to in any way move into something this large—even though we felt we needed to throw out the whole concept so people could visualize it to begin with, I don't 'think we ought to move into it without some testing and without some experiments to make sure that we can fully utilize these young people.

The thing that I think would be most injurious to this concept is to go into it on a larger scale to begin with than we can accommodate young people for meaningful jobs. I think they need to be given meaningful work, not "make-work".

The CHAIRMAN. On the point that you mentioned, if you get eventually down the road to 750,000, at the $10,000 to $12,000 level of benefits, you are talking about using the $9 billion that we are spending on Financial Aid Programs. We have got 6.5 million

Americans on Financial Aid, and I am sure many of them fall into the category you mentioned earlier. But these are the kinds of changes which I think we will carefully review. But as I understand, you are urging action on community service, with a range of opportunities, and a testing kind of program.

Senator NUNN. Mr. Chairman, let me add one other dimension. I believe all of us know we are going to have to have more resources in human capital and education, job training and education. And I believe that this approach can capture the imagination of middle-income America. If it does, we are going to get more support for higher education. If we keep going the route we are going right now, I don't see that we are going to get it. We can look at the last eight years and see it is going down, down, down. But if the middle-income American say, "I like this program. It gives middle-America something meaningful. It allows my children to participate and do something for the community, and also do something for their own education at the same time," then I believe we will begin to generate the support for the resources that we are going to have to have if America is going to compete in the world.

The CHAIRMAN. Thank you.

Senator Mikulski?

Senator MIKULSKI. Thank you very much, Mr. Chairman.

I am delighted to welcome Senator Nunn to these hearings. He has been a real leader in rekindling the debate on national service, offering an idea of extraordinary significance, and really, talking about access to the American dream and a new spirit of volunteerism and patriotism. So I am happy to welcome him here and to have some conversation about his own bill and ours.

I know that you have been tied up with appointments to the Cabinet and so on, but you would have loved these hearings in terms of just hearing what is going on in our own country, and the kind of—I think the term was used "civic entrepreneurs"—who are using their ingenuity to perform service.

Let me come back, though, to two questions that I have. One, Senator Kennedy asked the question I would have in terms of the impact on military recruitment. I don't think any of us would want to have an unintended but nevertheless negative consequence upon military recruitment. My own bill, modelled after the National Guard, has not been thoroughly researched in terms of the impact it would have on the Guard. I would like to enlist your support in that area.

I have entered into conversations with the Maryland Guard to say does my bill help you or hurt you, and they said, "We don't know." And my concern is, knowing that—one, there is the need for the volunteer Army, the full-time volunteer Army, but there will be a continued manpower need for the Guard and our Reserve units. And I would like, as you do your review, if you would look at our bill, one, to make sure there are no negative consequences to recruitment of the Guard, and then perhaps how there could be some other incentives.

In my own State of Maryland, the National Guard has an educational component, but it does not have the housing component, which I think is one of the big incentives in the bills that we are considering. So I really would welcome the expertise of the Armed

Services Committee and the personnel to be sure in their analysis that they take a look and be sure that, should we move in the direction of incorporating my bill, we do not hurt the Guard.

Do you want to commend on that, or do you have any thoughts?

Senator NUNN. I agree with you completely, and I have already talked to Senator Glenn, who chairs our Manpower Subcommittee, and he will be, I am sure, very interested in this, because he has been involved in the overall effort to use educational benefits in the military to attract recruits and retain people and so forth.

I would say, Senator Mikulski, that it is very important to weigh the effect on the Guard and Reserve. My own sense of it is as we have a continued squeeze on our military budget, we are going to have to shift more missions to the Guard and the Reserve. We are going to have to have over the next five to ten years a smaller active duty force and more Reserve and Guard force.

I believe that the overall approach would be to make the Guard and Reserve more attractive in terms of people serving in it, and also to have a longer-term Guard and Reserve obligation, which we would in S. 3. If you look at where our manpower shortages are in any kind of major war, it is not as much in the active duty forces as it is the individual ready Reserve. Pre-trained manpower, that could come in in a major war, is where we are really hurting under the overall volunteer force.

So your point is well-taken. We will look at your proposal, this proposal, and others, and we will work very carefully with our military people to make sure that we take a careful look.

I would hope this year we could come out of the defense authorization bill with some kind of experiments with the Guard and Reserve as well as the active duty, experimenting with some of these ideas.

Senator MIKULSKI. Excellent. My last question, of course, goes to the student loan aspects which have been discussed. We are trying to figure out what to do with it and what is the best way.

One of the concerns about your recommendation about the phase-out, or making it as kind of a qualification or threshold, is that it really could not accommodate enough people. In other words, if we take the pool of people who want to pursue higher education who are now borrowing money, your great desire to include the other half, that they too should include a benefit, you are essentially multiplying the number of people who would qualify for it and therefore increasing competition for limited dollars that are available in student loans and these other programs we have.

I wonder if you have thought about that; and also, then, because our ideas, if passed, could only accommodate maybe, say, one million kids a year, and that there are many more who want to pursue higher education or some of these other activities. So I wonder what you saw there as the alternatives.

Senator NUNN. Well, I believe first we should have, and do have, an exemption for people who want to be in this program, but there is not room for them in the program. And I would hope that as we start off, we would have a limited number of slots and more people would want to get in than we could accommodate to begin with, because I believe it will work better that way. It ought to be an attractive option.

So we would keep the existing programs available for people who would not be able to get into this program because of the limited number of slots.

We also, I think, just have to sort of walk before we run in this program and make sure that as we go along, we know what we are doing before we phase out, or even make a prerequisite for this kind of service in order to qualify for other programs.

I would not recommend that be done at the beginning. I think it has to be done toward the end, as we see where we are going.

Senator **Mikulski**. You are also advocating that whatever we do is meaningful in the community, and that is what all the testimony has also said, that if it doesn't have meaning, nobody is going to be in it, stick to it, or be encouraged to do it. But to be sure that I understood what you just said, let's just say we could handle 500,000 people a year in national community service, but that there are 500,000 people who still want to go to University of Massachusetts, Georgia Tech, and so on. Under your statement, you would say, well, leave those programs intact——

Senator **Nunn**. Correct.

Senator **Mikulski** [continuing]. And they would just continue to do it, and then pay it off by cash, or whatever; is that right?

Senator **Nunn**. Correct. We would take the existing programs and leave them intact for those who would not qualify or would not have slots in this program. That has been envisioned from the very beginning.

We hope that we would have enough support for this program so that we would increase the overall resources going to this area. We do not visualize that we can take existing resources and simply shift them. I think we have got to find a way, though, to get more young people in college and get more skill training in the country. So if we do not go this way, I still think we have got that vacuum out there in terms of America's ability to compete in the world, and if the Government does not help fill this vacuum in terms of education and skill training, then it is going to fall on the business community.

The business community is already engaged in a massive amount of educational and job training effort—it gets into the hundreds of billions—and I believe that this is a legitimate role for the Government to help in this. And if we do not go this way with increased resources, then we are going to have to find another way.

Senator **Mikulski**. Have your numbers crunchers, though, figured out how much money we actually have available in our entire student loan pool?

Senator **Nunn**. We have not been able to get a fix on even how many students are using the loan program.

Senator **Mikulski**. Is that right?

Senator **Nunn**. We do not have exact numbers. We have tried to get that, and we have not been able to get it. Those numbers are, I am sure, available somewhere, but we do not have it yet.

So it is awfully hard for us to compare now where we are and where we think we ought to be going.

The **Chairman**. Senator Pell's staff has made available some materials which we will turn over to your staff on that.

Senator **Nunn**. Good. Thank you.

Senator MIKULSKI. Could I ask what they say?

The CHAIRMAN. Well, on the Pell Grants, the maximum benefit, $2,300, average award, $1,459, national recipients, 3,097,000. The Stafford—that is the GSL—they have 3,836,000. For the SOGs, it is 632,000. College work-study, 867,000. The Perkins Loans are 840,000. And that obviously goes over the 6.5 million, because some recipients receive more than one kind of Federal aid.

We will make that available to your staff.

Senator MIKULSKI. Just to wrap up, because I know others are waiting to testify, Senator, you just emphasized our need to compete, and I could not agree with you more. But interestingly enough, the society that is often looked to for beating the dickens out of us in the marketplace is Japan, whose whole cultural emphasis is on cooperation—on cooperation. That whole society cooperates with each other, family member to family member, and in the community. The Japanese population puts country over company, country over company.

Our whole society now emphasizes competition, whether it is the sharp elbows of law students who steal each other's notes, to the whole fast track to get ahead, to the fact that the people who work for our companies often feel a multinational loyalty, but to their company over their country. So I think this bill is needed to begin to foster a sense of cooperation so we can put country over company. Or maybe they are not even mutually competitive. I feel very strongly about this.

You are a student of history and certainly, military strategy. I am not. But I know we won World War II on the bravery of our people; the fact that we could overwhelm our enemy by the strategy of fire power, of attrition. And that was because we had a civilian population from Rosie the Riveter to everybody else who were willing to work night and day for America and felt a partnership, a fox-hole friendship, with the boys at the front.

That was the spirit that we had, and this is what I am aiming for in our bill, not that we could mobilize for war, but that we could mobilize for our own economic power, our own national security, a national disaster. And it is through this sense of cooperation that I think our future lies, and that is what is going to make us compete.

I did not want to give a speech, but I am really hot on this.

Senator NUNN. I applaud that, I applaud that. You express my sentiments much better than I have been able to.

The CHAIRMAN. Thank you very much.

Senator NUNN. Thank you.

The CHAIRMAN. We will submit any other questions to your staff for response.

Senator NUNN. We look forward to working with you, Senator Kennedy. Thank you.

The CHAIRMAN. Thank you very, very much.

Our next witness is Representative Montgomery, from the 3rd Congressional District in Mississippi.

For the last eight years, Congressman Montgomery has chaired the House Veterans' Affairs Committee. In his tenure, he has focused on the post-service benefits available to veterans. We have worked extremely closely together in the Montgomery G.I. Bill that the Congress enacted in 1986 as a member of the Armed Services Committee.

We very much appreciate your coming over here and being with us and look forward to your testimony.

We thank the previous panel. We have taken Congressman Montgomery out of order. We had hoped to get Senator Nunn on at 10:30 and Congressman Montgomery at 11:40, and we have gone over in the course of the hearing. So I appreciate the panel's understanding. Both of them have necessary appointments to make, and we have asked your indulgence.

It is good to see you, Mr. Chairman.

## STATEMENT OF HON. GILLESPIE V. (SONNY) MONTGOMERY, A MEMBER OF CONGRESS FROM THE STATE OF MISSISSIPPI, AND CHAIRMAN, HOUSE COMMITTEE ON VETERANS' AFFAIRS

Mr. Montgomery. Thank you, Mr. Chairman. I appreciate being here.

Mr. Chairman, I want to thank the panel, too, for letting me go out of order, and I will take about 8 or 10 minutes on my statement, but I think what I have to say is totally necessary. And I would like, of course, to give my views on S. 3, the Citizenship and National Service Act of 1989, and the companion bill, H.R. 660, which has been referred, Mr. Chairman, to the House Committees on Veterans' Affairs, Armed Services, and Education and Labor.

Before I proceed with my statement, Mr. Chairman, you mentioned the peacetime G.I. Bill, and I want to compliment you—we would not have that legislation today if it were not for you as a member of the Senate Armed Services Committee—and Barbara, you also sponsored the peacetime G.I. Bill. It ran into some trouble in the Senate Armed Services Committee, and you came over and helped us move that legislation, and I thank you very much. This educational assistance program is working very, very well.

Now, the Citizenship and National Service Act would require those citizens, 17 to 26 years of age, who seek Federal education or housing benefits to first serve 1 or 2 years in civilian service, 2 years on active in the military, followed by 2 years in the Selected Reserve, or eight years in the Selected Reserve.

Now, Mr. Chairman, like you, I have high respect for Senator Nunn, who is the chief sponsor of the bill, and also Dave McCurdy, House Member from Oklahoma. I serve with Dave on the Armed Services Committee. In spite of these nice gentlemen, I am in disagreement with my colleagues on the merits of S. 3 and H.R. 660 for four main reason.

First, the way the legislation is now drafted, it would be a clear disincentive to serve in the Armed Forces. It would seriously undermine the ability of the services to recruit and retain high-quality personnel, because the benefits offered for civilian service are nearly as high as those offered for military service. Given the choice of serving two years at home in a civilian job and earning $20,000 in benefits or serving two years in the Army and earning $24,000, it is obvious to me that most young people would choose the comforts of home rather than the discipline of the military service.

Mr. Chairman, I have been associated with the military for 40 years. I have been in the active, I have been in the Reserves, and I have been in Congress. And I can assure you that the young people entering the all-volunteer force today are the best ever. We have got the best we have ever had. We have never had higher-quality men and women serving our country.

The package of benefits and recruitment incentives now in place is doing its job. Overall, we are in great shape, and we should not tamper with the effective tools we have given the military.

You and I both serve on Armed Services. We have many problems. We ought to be looking at our military weapons procurement, we ought to be looking at military medical care, we ought to be looking at the strategy of our defense forces. Why tamper with the best thing going in the military—its personnel.

The Assistant Secretary of Defense for Force Management and Personnel, the Honorable Grant Green, in testimony before the House Armed Services Compensation and Personnel Subcommittee, recently stated, and I quote: "Many of the national service proposals would reduce the effectiveness of current programs designed to attract quality enlistments. By establishing lucrative alternatives for civilian service or shorter enlistments, they would reduce recruit quality, increase training costs, and adversely affect the productivity of military personnel. By providing increased levels of individual benefits, they would cause the number of college students assisted to decrease substantially or the cost of educational programs to increase substantially."

He added further, "Because the volunteer force has proven to be highly effective, and we have demonstrated the ability to attract the number of people we will need during the next decade, there is no need for either a peacetime draft or national service to satisfy military manpower requirements." I totally agree with Secretary Green.

The Army is the only branch of service that currently has a two-year enlistment, and the number of recruits permitted to choose this option is limited. What would we do with the young people who choose the two-year military option? In effect, we would have to maintain two armies—and I am serious about this. One would be trained to defend the country; the other would be national service participants.

Second, Mr. Chairman, over 3 million young men and women are now going to school aided by the Pell Grant program. Without this Federal support, these young people could not afford to continue their education. Another 6 million students—and I heard you quote some figures a few minutes ago—are being assisted by other Federal grant and loan programs.

As I read S. 3, all of these education assistance programs would be terminated, and the national service grant program would be established in their place. The sponsors of the legislation have indicated that 600,000 to 800,000 individuals would participate in national service annually. This means that millions of young people would not have access to Federal education assistance, and young men and women from low-income families would be hardest hit.

Mr. Chairman, I question the need for a new jobs bill. According to last Saturday's Washington Post, the national economy continues to surge. It is red hot. The unemployment rate is the lowest it has been in 15 years, 5.1 percent, and 289,000 new jobs were created in January.

At a time when we have thousands of jobs open, when management is begging for employees, why would we create additional competition with a community service jobs program?

Tens of thousands of small businesses, which depend on being able to hire young people, would be badly hurt; it would take them away from the jobs market.

The proponents of S. 3 have said the primary purpose of this measure is to foster a sense of patriotism and citizenship in our Nation's young people. I agree with that. But I can tell you that the young men and women in the military today are extremely patriotic, and they deeply love this country. They do not need a national service program to know they live in the greatest country in the world or to understand they have a responsibility to make it even greater.

President John F. Kennedy inspired a feeling of patriotism and service by leadership, not by force. Young people flocked to join the Peace Corps because President Kennedy personally set the example and challenged them to help others. Patriotism and citizenship cannot be legislated. They must be inspired and the example set by those in positions of leadership.

Finally, the enactment of S. 3 would be very expensive. The bill's proponents have estimated a minimum of $5 billion in new costs for a program limited to 600,000 new participants annually.

The American Council on Education estimates that if the current number of new Federal student aid recipients were to participate in the national service program, the annual cost would be approximately $43 billion.

These estimates do not include the additional costs to the Armed Forces. In order for the services to be competitive, they would have to engage in a bidding war and greatly increase existing benefits in order to recruit high-quality young people. And as Secretary Green said in his testimony, "We cannot afford to bid up the price for military manpower." And we would have to do that on the G.I. Bill, and we are not just going to sit by and have $24,000 versus $10,800. It turns into a bidding war.

At a time when funding for the VA hospital system has been reduced to a level which may require the agency to consider changing missions at some hospitals and possibly closing others, it is simply not necessary to implement a costly national service "jobs" program.

In conclusion, Mr. Chairman, we do not need this program; it is too expensive; it will eliminate educational opportunities for millions of young people, and it will adversely affect the ability of our Nation's Armed Forces to recruit and retain high-quality men and women.

I thank you for giving me this opportunity.

[The prepared statement of Mr. Montgomery follows:]

## HON. G. V. (SONNY) MONTGOMERY

### Senate Committee on Labor and Human Resources

### March 14, 1989

### National Service Legislation

Mr. Chairman, thank you for this opportunity to share with the Committee my views on S. 3, the Citizenship and National Service Act of 1989. The companion bill, H.R. 660, has been referred to the House Committees on Veterans Affairs, Armed Services, and Education and Labor.

Before I proceed with my statement, I want to express my deep appreciation for the strong support you gave to the peacetime GI Bill as a member of the Senate Armed Services Committee. Without your invaluable assistance, the legislation making this program permanent could not have been enacted. As you know, this educational assistance program has proven to be one of the most effective recruitment incentives provided for the Armed Forces in many, many years, and your leadership ensured its continuing availability.

The Citizenship and National Service Act would require those citizens 17 to 26 years of age who seek federal education or housing benefits to first serve one or two years in civilian service, two years on active duty in the military followed by 2 years in the Selected Reserve, or eight years in the Selected Reserve.

Mr. Chairman, I have the highest regard for Senator Nunn and the chief sponsor of the bill in the House, Congressman Dave McCurdy of Oklahoma. I serve with Dave on the Armed Services Committee in the House. In spite of this, I am in disagreement with my colleagues on the merits of S. 3 and H.R. 660 for four main reasons.

## Disincentive to Military Recruitment

First, the way the legislation is now drafted, it would be a clear disincentive to serve in the Armed Forces.

It would seriously undermine the ability of the services to recruit and retain high-quality personnel because the benefits offered for civilian service are nearly as high as those offered for military service. Given the choice of serving two years at home in a civilian job and earning $20,000 in benefits or serving two years in the army and earning $24,000, it's obvious to me that most young people will choose the comforts of home rather than the discipline of military service.

I've been associated with the military for forty years, and I can assure you that the young people entering the All-Volunteer Force today are the best ever. We've never had higher quality men and women serving their country. The package of benefits and recruitment incentives now in place is doing its job. Overall, we're in great shape and should not tamper with the effective tools we've given the military.

The Assistant Secretary of Defense for Force Management and Personnel, the Honorable Grant Green, in testimony before the House Armed Services Compensation and Personnel Subcommittee, recently stated, "Many of the national service proposals would reduce the effectiveness of current programs designed to attract and distribute quality enlistments. By establishing lucrative alternatives for civilian service or shorter enlistments, they would reduce recruit quality, increase training costs, and adversely affect the productivity of military personnel. By providing increased levels of individual benefits, they would cause the number of college students assisted to decrease substantially or the cost of educational programs to increase substantially." He added further, "Because the volunteer force has proven to be highly effective and we have demonstrated the ability to attract the number of people we will need during the next decade, there is no need for either a peacetime draft or national service to satisfy military manpower requirements." I totally agree with Secretary Green.

Additionally, the Army is the only branch of service that currently has a two-year enlistment, and the number of recruits permitted to choose this option is limited. What would we do with the young people who choose the two-year military option? In effect, we would have to maintain two armies. One would be trained to defend the country and the other would be national service participants.

## Would Eliminate Federal Education Assistance for Millions

Second, Mr. Chairman, over three million young men and women are now going to school aided by the Pell Grant program. Without this federal support, these young people could not afford to continue their education. Another six million students are being assisted by other federal grant and loan programs. As I read S. 3, all of these education assistance programs would be terminated, and the national service grant program would be established in their place. The sponsors of the legislation have indicated that 600,000 to 800,000 individuals would participate in national service annually. This means that millions of young people would not have access to federal education assistance and young men and women from low-income families would be hardest hit.

### National Service Not Needed

Next, Mr. Chairman, I question the need for a new jobs bill. According to last Saturday's Washington Post, the national economy continues to surge. The unemployment rate is the lowest it's been in 15 years – 5.1% – and 289,000 new jobs were created in January.

At a time when we have thousands of jobs open, when management is begging for employees, why would we create additional competition with a community service jobs program? Tens of thousands of small businesses, which depend on being able to hire young people, would be badly hurt.

Additionally, the proponents of S. 3 have said the primary purpose of this measure is to foster a sense of patriotism and citizenship in our nation's young people. Well, I can tell you that the young men and women in the military today are extremely patriotic and deeply love this country. They don't need a national service program to know they live in the greatest country in the world or to understand they have a responsibility to make it even greater. President John F. Kennedy inspired a feeling of patriotism and service by leadership, not coercion. Young people flocked to join the Peace Corps because President Kennedy personally set the example and challenged them to help others. Patriotism and citizenship cannot be legislated. They must be inspired and the example set by those in positions of leadership.

### We Can't Afford S. 3

Finally, Mr. Chairman, the enactment of S. 3 would be very expensive. The bill's proponents have estimated a minimum of $5 billion in new costs for a program limited to 600,000 new participants annually.

The American Council on Education estimates that if the current number of new federal student aid recipients were to participate in the national service program (2 million each year), the annual cost would be approximately $43 billion.

These estimates don't include the additional costs to the Armed Forces. In order for the services to be competitive, they would have to engage in a bidding war and greatly increase existing benefits in order to recruit high-quality young people. As Secretary Green said in his testimony, "We cannot afford to bid up the price for military manpower."

At a time when funding for the VA hospital system has been reduced to a level which may require the agency to consider changing missions at some hospitals and possibly closing others, it is simply not necessary or appropriate to implement a costly national service "jobs" program.

In conclusion, we don't need this program, Mr. Chairman. It is too expensive, it will eliminate educational opportunities for millions of young people, and it will adversely affect the ability of our nation's Armed Forces to recruit and retain high quality men and women.

Thank you very much, Mr. Chairman, for giving me the opportunity to present my views on S. 3. I appreciate the many courtesies you have extended to me.

The **Chairman**. Thank you very much.

Did you distinguish any differing position between the services themselves on the program? Did the Air Force, or the Navy or the Marines differ?

Mr. **Montgomery**. Well, I think what will happen—and I have talked to the Defense people about this—is that basically, most of these people will come into the Army, because just a 2-year enlistment is all you have for the Army. The Air Force, Navy and Marines have a 3- or 4-year minimum enlistment. So they will go into the Army, and then the Defense Department officials will say to the other services: "You are going to have to take part of these people under national service," so they will go into the other services—in my opinion, as I read it right now.

The **Chairman**. But in your own hearings on this legislation, did you find any separation between the services chiefs and this program, or was it a pretty common position.

Mr. **Montgomery**. I think they were pretty much in agreement that mainly, this would certainly hurt the recruiting of the active-duty forces, because they would be in competition with civilian national service, and it would be hard for them to compete.

The **Chairman**. I think you mentioned two armies—one army which would be involved with those receiving the stipend, and another army, I guess, which would be professional people who would join because they wanted a life in the military service. Can you elaborate on that?

Mr. **Montgomery**. Yes. That is my own expression. I have not heard any other groups use exactly that. But it would be basically true, because the military has gotten so technical—even in the infantry now, you have to be highly-skill-trained in certain weapons and weapon systems. So the Army would basically just have to have close order drill, teach certain courses that would—it would benefit these people; I am not saying it would not. But I do not think it would help the Army in the long run, unless you could get them to sign up for a longer time and then push them into some type of technical skill that they would learn.

But I would think that you would almost have to separate them, because the pay is going to be different. As I understand the Nunn-McCurdy bill, they would receive two-thirds minimum base pay of what a private would receive; and then you would put a private in with someone who had signed up for three years, who was drawing one-third more pay. So you would probably have some personal conflicts, and it would seem to me you would almost have to separate the two.

The **Chairman**. Let me ask you how you think your G.I. Bill is working now and what you think would be the impact on it.

Mr. **Montgomery**. Well, some have said, and they might be right, that I have a personal feeling—it really does not belong to me; it belongs to the Congress. We fought for it five years, and it took us five years to get it, and then we had to make it permanent. It would affect it. Now, the G.I. Bill is working very well—and do not take my word for it; get the military chiefs over here, and they will say the best benefit they have is the education benefits. It is not the bonus, it is not the reenlistment bonus. It is the education benefits that come to the soldiers under the peacetime G.I. Bill.

It is working well. We hope by the end of this year, Senator, that we will have one million men and women signed up for this peacetime G.I. Bill. Ninety-one percent of all the new recruits in the Army sign up for the peacetime G.I. Bill. It is not free. They have to put up $100 a month for 12 months, and then, after 3 years, they get $10,800. It is a recruitment incentive, but we do forget that it really helps these young men and women after they get out of the service.

Barbara, $600 million has been taken in from this $100 per month that is sitting over in the Defense Department, or sitting in the Treasury. So it is going to pay for itself. These young men and women are just getting home now, after their 3-year enlistments—the program only started in July of 1985—so they are going to increase enrollment in the colleges and junior colleges of this country by 10 percent. So 10 percent of all the college students across the country will be going to school under this peacetime G.I. Bill.

The CHAIRMAN. And those benefits are different from the ones that are included in Senator Nunn's proposal, are they not?

Mr. MONTGOMERY. Well, as I understand it, we would be in competition. So we cannot compete $24,000 for 2 years versus $10,800 for three years, where actually, the service personnel is really getting back only $8,600 because he put up $1,200—plus, this program we have now also goes to the National Guard and Reserves.

The CHAIRMAN. Okay. So that would obviously have an impact.

Mr. MONTGOMERY. Oh, we have got to change it. If you vote for the national service, we will have to make some major changes in a number of incentive programs.

The CHAIRMAN. Senator Mikulski.

Senator MIKULSKI. Thank you.

First, I want to welcome my colleague, Congressman Montgomery, not only for his work on Armed Services, but as the Chairman of the Veterans Committee.

Congressman Montgomery, you might not know that since I have been called to glory as a United States Senator, I am on the Appropriations Committee now and chair the Subcommittee on Veterans, Housing and Independent Agencies. We want to work with you on the veterans, and I want you to know that we feel very strongly about the health care issues.

Mr. MONTGOMERY. I knew that before you ever got on that Appropriations Committee, because you have been very supportive in the House.

Senator MIKULSKI. Well, let me say this. First, as a sponsor of one of the bills, know that I think none of us—and I speak for the entire committee—would want to ever have a negative impact on the ability to recruit for our full-time military, our National Guard, or our Reserve units. I have a bill that is modelled on the Guard and am very concerned, because in my own research, I could not get into all the aspects of the Guard and have asked Senator Nunn and Senator Glenn to make sure that, should my bill pass or move, that we would have no negative consequences on recruitment. So I think we are all with you that we do not want to have a negative impact.

The other thing, though, is that I think when we look at military recruitment—tell me who does not volunteer.

Mr. **Montgomery**. Well, I am happy to say under the incentives now, we are getting more of the middle class and upper class—not many; I want to correct that—but it is more across-the-board under the all-volunteer system. I supported the draft at one time, but Senator, we do not need a draft now; this volunteer system is working.

Those wealthier families do not as a whole come into the service. But I have really been surprised under the all-volunteer system, with the educational benefits and some enlistment bonuses, 98 percent of those recruited in the last 8 or 10 years have been high school graduates, and we have had a minimum of Category 4, which is the slow learner, coming into the service. As you know, in the last 5 or 6 years, they have been less than 4 percent.

We are running into some problems, I will admit. In this last quarter, the Army did not make their quota for the first time in eight years, and they brought in 11 percent Category 4. But in some cases, the Congress did not fund through appropriations where the Army College Fund could be offered to persons who do not get into combat arm. We probably did not give enough funding for that. But with some adjustments, we can handle this problem that we will have in the next 4 or 5 years, in my opinion, and we can keep up the good recruiting we have had.

But to answer your question, I guess it is mainly those of the wealthier class, but we have been able to get some others who wanted to come in——

Senator **Mikulski**. I think you have done a great job, and I know the standards are increasing.

Let me tell you one of the reasons I asked that—and it is not a trick question, or whatever. One of the things that our national service bill would do is that first of all, it would use people who would now otherwise have "deferments". And I am not advocating a draft, but if we had one, who would be deferred? First, the handicapped. I mentioned earlier in the hearing that I went to a program in Baltimore where people work on their own house that has been given to them by the city to rehab it, and through their own sweat equity, become homeowners. One of the volunteers, Congressman Montgomery, was a lady who had no arms, and they found a way to include her. Now, I understand that that is an extreme example. The other was a man who could barely read, and while he was working on rehabbing the house with this little lady I am just talking about, it was another whole thing. He would not qualify for the military.

The other category is the high-tech kids, the ones graduating from the Johns Hopkins Universities, and they are the ones who have to go immediately into their fields, like space technology and so on, that are so important to our national interests—but they would be the ones, because the civilian work force stress, would get a deferment, and so on. So we would be using them.

And while we are entering into this conversation, just how national service would contribute to the military. One is Senator Kennedy's program that starts kids in elementary and junior high school with the fact that they have an obligation to their neighbor. If you have an obligation to your neighbor, your country is your neighbor; it is the biggest neighbor you have. One is this spirit of investment in your own country.

And the other is—and I know you don't feel this way—but national service when it was first proposed was trivialized by some people like Don Regan. Don Regan just trivialized the idea. He said, "Gee, whiz"—and he used colorful epithets I would not want in the record—but, "We don't need our people out there, picking up beer cans at Yellowstone Park; we need them on Wall Street, making their first million." Well, that was his ethic and his view. But we are not talking about a program that picks up beer cans at Yellowstone Park. We are talking about people who do real things in their community, one of which is working in V.A. hospitals. They are not a substitute for the doctors we need. They are not a substitute for the nurses that we need or the lab technicians or the pharmacists, and all those people. But boy, they can sure do a lot for that paraplegic vet, and so on.

So it is really a continuum that creates in our society a supplement, in many ways, to the things that go on. And as you think about it, I would hope as you deliberate on what you need to meet your responsibility in the Congress, to make sure that we have a military readiness capacity, about how maybe this would tie in in some way.

We really look forward to further conversations with you, because we don't want to hurt you; we actually want to help you.

Mr. MONTGOMERY. I sincerely believe that. I briefly looked at your bill, and I appreciate your comments.

The CHAIRMAN. Senator Dodd.

Senator DODD. Thank you, Mr. Chairman.

Sonny, it is a pleasure to have you here, and I commend you on your statement. I would just tell you, to lend credence to your comments about people who volunteered back in the sixties, that I am one of them. I served in the Peace Corps. And you are absolutely correct. You are not engaging in a rhetorical exercise this morning; you are stating what is absolutely the case. There was $100 per month. There was a $75 readjustment allowance that you got at the end of 2 years. I do not know how substantially changed that is today. Obviously, it wasn't the pay. It was the idea that someone came up with a concept where young people could volunteer—it wasn't just young people obviously—but people could volunteer and serve their country. It was such an intriguing idea.

I remember one Peace Corps volunteer who was asked one time why he hadn't done anything like that before, and he said, "Because no one ever asked, and this President asked." I know that may sound simplistic to some people, but it is the essence of what is behind volunteerism, and it is why it has been so successful.

The idea of having paid volunteers is sort of an oxymoron in a sense here, and we have got to be very careful, or we are going to end up making volunteerism something a person ought to carry with him through his or her life, not just between the ages of 15 or 16 and 21, but something that you learn, becomes a part of your life, and something that you contribute during your entire lifespan.

So I have a tendency to agree with you on cost, like everybody else. In fact, I introduced the bill over here with Jim Jeffords that Leon Panetta, Mo Udall and Bob Lagomarsino have introduced. It has about 100 cosponsors in the House. I do not know whether you are familiar with that one, but basically, it builds on the State programs. There are 9 States that today have 50,000 young people involved in Conservation Corps or Job Corps programs. You do not need a high school diploma to get into it.

In fact, one of the things that concerns me about Sam's bill is that you have to have a high school diploma. Sixty-five percent of our inner city kids are dropping out of school before getting their high school diplomas. Those are the people we have really got to go after. I am not worried about some suburban kid who comes from a pretty affluent family. I think it is terrific that they volunteer and do things. But we have got to go after that disadvantaged child who can become a very good volunteer.

And you do not have to travel very far; you can go out to Montgomery County, here in Maryland, and see the program they have with the Conservation Corps. Kids who were dropouts, got involved in a State-run program, which works very well, involved in voluntary services, are back in school, getting an education, going to get that high school diploma. They offer the best testimony you will ever hear about the success of that kind of an effort.

So I have a tendency to agree with you. I think it is terrific we are getting all these different ideas, because I am confident that out of it will emerge some good thoughts.

I do not know if you recall, but Pete McCloskey—going back I think more than 12 years ago, I introduced a bill with him on a mandatory service idea that he had that never got anywhere, but we kicked the idea around, and frankly, I came to the conclusion, after having introduced a bill along those lines 10 years ago, I guess it was, that really, the problems you have raised today are exactly the ones that make it almost impossible for it to work very effectively.

So I commend you on your statement and thank you for coming over here to share your thoughts with us.

Mr. MONTGOMERY. I appreciate that. Thank you, Chris.

The CHAIRMAN. Mr. Chairman, it is always a pleasure to see you and be with you. We will look forward on the Armed Services Committee to working closely with you on that existing program. I have heard nothing but high hopes for those in the Guard and Reserve up in my State who are involved, and excitement among many of those in the community colleges and colleges who are looking forward to these young people coming in and gaining some skills. So we have done an outstanding job there, as well as in helping to fashion the security policies for our country. We are honored to have you here and look forward to working with you.

Thank you very, very much.

We now welcome the next panel. We appreciate very much your patience and also the very thoughtful testimony you have to present, which will be very valuable to us on these issues. I know you have all been listening and watching during the course of the morning, so you have gotten a pretty good idea of the range of different ideas and suggestions and the challenges we are going to be facing. But having this panel particularly on the issues of education is obviously a component which is enormously important.

Senator Pell has indicated that his committee will do some additional hearings, which we hope all of the different committees will do, because whatever we come up with will have implications on seniors, through the Aging Committee; it will have potential impact on jobs, which are matters of interest to Senator Metzenbaum, Senator Simon, Senator Pell, and Senator Dodd, in terms of the administrative aspects.

So I think you have some ideas, and we are now narrowing this down, I think, in an important way, and I think we are getting some real help from all of the groups that have been here, and most of all inspiration from the young people, but also some really important policy implications from those who have strong life commitments in terms of education programs. So we are very grateful to you.

Dr. Riley, president of Colorado College, Colorado Springs, is chairman of a Task Force on National Community Service formed by the National Association of Independent Colleges and Universities. That task force is charged with making recommendations about key issues in the service arena. We look forward to having his report.

James Whalen is president of Ithaca College and chairman of the board of directors of the American Council on Education. The council and its higher education affiliates have a key role in supporting community activities.

Judith Billings, State Superintendent of Public Instruction for the State of Washington, joins us today on behalf of the Council of Chief State School Officers. The council has been a leader in working to encourage community service by students as young as 6 years of age.

Senator Adams.

Senator ADAMS. Mr. Chairman, I would just like to say that I apologize to you for going in and out, but I have been to Agriculture and I have been to several other committees, and I apologize to the panels.

I particularly want to welcome Ms. Billings here, who is our Superintendent of Education. She is a classroom teacher from Puyallop, and to those of you who may have seen her resume, that is pronounced "Puyallop". We are very pleased to have her join in the panel this morning, and I want to thank you again, Mr. Chairman, for calling these hearings this morning. I think they are very important, and I am very supportive of what you are doing.

The CHAIRMAN. Thank you very much, Senator Adams.

Dr. Riley, we look forward to hearing from you.

## STATEMENT OF DR. GRESHAM RILEY, PRESIDENT, COLORADO COLLEGE AND CHAIRMAN, NATIONAL ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES, COLORADO SPRINGS, CO; DR. JAMES J. WHALEN, PRESIDENT, ITHACA COLLEGE, AND CHAIRMAN OF THE BOARD, AMERICAN COUNCIL ON EDUCATION, ITHACA, NY, AND JUDITH BILLINGS, SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF WASHINGTON, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, OLYMPIA, WA

Dr. RILEY. Thank you, Senator Kennedy.

It has been extremely informative sitting through the hearings this morning. I only hope that I——

The CHAIRMAN. I notice some of your heads have been nodding at times, and sometimes some of then shaking, so I think I already have a pretty good idea of your testimony.

Dr. RILEY. I only hope that I acquit myself in my testimony as well as the young people did in that first panel.

My name is Gresham Riley. I am President of Colorado College in Colorado Springs, and I appreciate very much the opportunity to talk with you this morning. I also appreciate very much the leadership which several members of this committee have provided in terms of stimulating our thinking about national and community service.

I appear this morning on behalf of the National Association of Independent Colleges and Universities, an organization with more than 800 members. These members represent the entire spectrum from small liberal arts colleges to large graduate research universities.

On the cover page of my written testimony appear a number of other organizations whom I am representing, as well as NAICU.

As individual institutions and as an association, we are keenly interested in legislation which promotes national and community service. This interest really stems from the fact that we hold very strongly to that Jeffersonian principle that a fundamental goal of education, especially higher education, is the preparation of young men and women within our society to assume roles of responsible citizenship within a democratic society.

Consequently, for nearly four centuries now, since the founding of Harvard in 1636, independent colleges and universities have promoted voluntary service on the part of our students. I am confident that today, students at every single NAICU institution are involved in community service projects of one kind or another.

To take my own institution, Colorado College, as an example, we were one of the charter members of Campus Compact, an organization of some 150 colleges and universities which actively promote involvement on the part of our students in community service activities.

At my institution, roughly one-half of the student body is actively and on a regular basis involved in community efforts of one kind or another, and those efforts almost always take place in the context of organizations which students have created themselves and which they run by themselves. An example would be Voluntary Action, a kind of big brother/big sister program; KEEP, a program that gives assistance to and companionship for the elderly; ENACT, an environmental awareness and recycling program; and Sheltered Lives, a program in which our students work with the hungry and the homeless.

I mentioned our interest in community and national service stemming from a commitment to the Jeffersonian principle which I enunciated. It also grows out of our commitment to the teaching of values within our colleges and universities. It is very important within our curricula that we assist our students to learn the skills of thinking critically and analytically about values, to formulate a personal value system of their own and to act on those values in their daily lives.

Specific values that are part of our educational effort include service to other individuals and to the society at-large, and also the promotion of equal opportunity for all individuals within our society, regardless of race, sex, age, disability or socioeconomic status.

The organization which I represent, NAICU, in our opinion, the underlying principles of service to society, equal opportunity, access and choice, should serve as the basis of any Federal policy on national and community service.

Because of our members' interest in legislation regarding national and community service, and as a response to the several legislative proposals already before the 101st Congress, NAICU has created a 17-person task force to which you made reference earlier and which I have the pleasure of serving as the chairman of.

Our task is indeed to prepare a report for the Association's board of directors in which we will set forth, according to our best judgment, the criteria to be met by and the most important components of an acceptable piece of Federal legislation which addresses issues related to national and community service.

Of course, we are also aware that some of the proposed legislation links service to the financing of higher education, and we are certainly going to be addressing that proposed linkage.

The full report of my task force will be completed early in April, and we will certainly be happy to provide that to the committee and to you for your attention.

From my task force work so far to date have come: (1) a hope; (2) two concerns, and finally, (3) several early recommendations. I would like to conclude my testimony by commenting very briefly on each of these.

Our hope is that because of the importance of broad-based participation in public service projects, we hope that the best provisions in the several bills currently before the Congress can ultimately be combined in a consensus bill which all members of the committee can support and enact into law.

Our two concerns to date. First, we are deeply concerned about any national service legislation which would replace existing student aid programs, but which fail to ensure equal opportunity for all students to the extent, at least, of existing programs.

Now, we are perfectly well aware that existing student aid programs can be improved. Nevertheless, we believe that by and large, the current need-based system has worked extremely well to provide access to students as well as choice among institutions. Our country has been well-served, we believe, by the existing need-based program.

The second concern is that we are concerned about national service legislation which would encourage the Nation's youth to delay as a matter of course their college educations. Enrolling in college is just the first step. Completing degree requirements is what is the real service to our Nation.

Earlier this morning, you made reference to recent data released by the National Center for Education Statistics, which showed that completion of a degree is indeed several hampered by a late start in college, by part-time attendance, or time off during an academic year. In fact, more than half of those students who enrolled in four-year colleges immediately after high school went on to graduate within six years; that figure drops down to 10 percent or below if they do not go immediately after high school. So our second concern has to do with any legislation that will encourage young people as a matter of course to delay their college education.

Finally, some early recommendations which have come from our study that might be of interest to you and your committee. First, any legislation with regard to promoting national and community service should provide equal educational opportunities for all students regardless of race, sex, age, disability or socioeconomic status.

Second, national and community service must be genuinely voluntary, we believe.

Third, although we would prefer that any benefits associated with service supplement rather than replace existing Federal financial aid programs, if the legislation indeed called for the elimination of existing programs, then provisions must be made for serving at least those college and university students, current and future, who are being assisted by the existing need-based programs.

Fourth, the legislation should be flexible, encouraging service prior to college, during college and after college. In addition, we believe that opportunities for service should also be made available to out-of-school youth, but that such opportunities should be supplemented by efforts to increase literacy where that is needed.

Fifth, we agree that degree completion should be encouraged by any national and community service legislation.

Sixth, we believe that the use of existing service organizations and structures, especially those already in place on college and university campuses should be emphasized rather than replaced through legislation by new organizations or new structures.

And finally, new legislation promoting national and community service should be on a demonstration or pilot basis in the initial years. In spite of what we have learned from our past experience with regard to voluntary service, there are yet new things to learn and new questions to be answered. Toward the end of my written testimony, I have listed eight or ten such questions that we have been grappling with within the task force. We do not have good answers yet for those questions, and because of that experience, we believe that any programs should be introduced on a demonstration or trial basis.

Again, I want to thank you for giving me the opportunity to testify. Both the National Association of Independent Colleges and Universities and my task force are eager to work with this committee and your several staffs in the development and implementation of national community service legislation which would best meet the needs of the country.

At the appropriate time, of course, I would be very happy to answer any questions that you might have.

Thank you, Senator.

The CHAIRMAN. Thank you.

[The prepared statement of Dr. Riley follows:]

# TESTIMONY
# TO THE
# SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
# UNITED STATES SENATE

PRESENTED BY

GRESHAM RILEY
PRESIDENT
COLORADO COLLEGE, COLORADO SPRINGS
CHAIR, TASK FORCE ON NATIONAL/COMMUNITY SERVICE

ON BEHALF OF

NATIONAL ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES

AND

ASSOCIATION OF CATHOLIC COLLEGES AND UNIVERSITIES
ASSOCIATION OF JESUIT COLLEGES AND UNIVERSITIES
COUNCIL OF INDEPENDENT COLLEGES
LUTHERAN EDUCATIONAL CONFERENCE OF NORTH AMERICA
NATIONAL ASSOCIATION OF SCHOOLS AND COLLEGES OF THE
UNITED METHODIST CHURCH

MARCH 14, 1989

Mr. Chairman and Members of the Committee:

I am Gresham Riley, president of Colorado College in Colorado Springs. I appreciate the opportunity to testify before the distinguished members of this committee.

I am here today to testify on behalf of the National Association of Independent Colleges and Universities (NAICU). NAICU is an organization of more than 820 independent colleges and universities across the country, encompassing a broad range of institutions from small liberal arts colleges to large research universities. NAICU is extremely interested in legislation encouraging national and community service, and I would like to present our views on that critically important issue.

## BACKGROUND

For nearly 400 years, independent colleges and universities have been involved in national/community service, dating to the founding of Harvard College in 1636. These programs have expanded considerably over the years, and I suspect that students at every single NAICU member institution are involved in some way in community service projects.

Colorado College, for example, is a charter member of Campus Compact, a national organization of 150 colleges and universities, located at Brown University, that promotes student involvement in community service projects. (In fact, the director of Campus Compact serves as a member of the NAICU task force.) At Colorado College, roughly one-half of the student body actively participates on a regular basis in community and public service projects through student organizations. Examples include: Volunteer Action, a Big Brother-Big Sister effort; KEEP, which provides assistance and companionship to the elderly; ENACT, an environmental awareness and recycling effort; Sheltered Lives, through which students assist with programs for the hungry and the homeless; and all fraternities and sororities.

Independent colleges and universities encourage community service as an integral part of the educational process. At Boston College, for example, about 200 students each semester volunteer ten to twelve hours per week in social service or advocacy agencies through the PULSE program. At the same time, through courses in the philosophy and theology departments, they reflect on their experiences and the meaning of the commitments they are making.

A fundamental mission of our institutions is to nurture values in students so that they can, in turn, formulate opinions and act on those values in their own lives. The values we try to develop include the importance of service to society, as well as equal opportunity for all individuals regardless of race, sex, age, disability, or socio-economic status. Independent colleges and universities work very hard to ensure access to institutions that students have chosen as best able to respond to their educational aspirations. In our opinion, those underlying principles of service to society, equal opportunity, access, and choice, should serve as the basis for any federal policy on national/community service.

Because of the broad interest in this issue among NAICU institutions, and in response to several federal proposals being considered in the 101st Congress, the NAICU Board of Directors formed a national task force on national/community service. I serve as chair of that task force, which includes sixteen members who are representatives of the NAICU constituency.

Our task force was charged with preparing a position paper that will set forth the criteria to be met by, and components of, federal legislation that will address the issues surrounding national/community service. We are aware that some proposals also present alternative ways for students to pay for higher education, and our task force is charged with developing a position on that aspect as well. The task force will present its final report to the NAICU Board of Directors next month and will share the final report with this committee.

## SENATE LEGISLATION

We are delighted with the clear priority that this issue has been given, as evidenced by the distinguished lists of sponsors of the various bills. There is particularly strong evidence of the commitment to national/community service among the members of this committee.

We are grateful to all members who have supported legislation in this and previous Congresses, allowing the formation of successful programs like the Peace Corps and VISTA. We think it is time to expand and supplement those programs so that many more individuals can avail themselves of an opportunity to serve. NAICU is particularly grateful to senators who have taken a leadership role in bringing this issue to the attention of the American public and the students who attend our colleges and universities.

*** Mr. Chairman, the legislation you will propose shortly, the Service to America Act of 1989, encourages young people at all stages of their education, as well as out-of-school youth, to become involved in service opportunities built on existing programs in schools, colleges, and communities. We are very supportive of the flexibility offered by the proposal, and also of the provision that allows national and local recognition for outstanding programs and individuals involved in community service. Your leadership is clearly essential to passage of national/community service legislation. We thank you for your continuing support of and commitment to independent higher education.

*** The legislation that will be introduced shortly by Senator Pell will provide for a demonstration program of voluntary national service involving a strong community service and education component. We support the provision that would provide an educational benefit that supplements rather than replaces existing student aid programs. We also support the concept of a demonstration project that would allow us to understand the ramifications and cost implications of such a program. As a key architect of existing student aid programs and chair of the Subcommittee on Education, Arts and the Humanities, Senator Pell's leadership is appreciated and is essential.

*** Senator Mikulski's legislation, S. 408, is modeled after the National Guard and would allow students to volunteer on a part-time basis. In return, they would receive a voucher for college expenses, reduction of student loans, or a down payment on a house. We support the bill's provision of the benefit as a supplement rather than replacement for existing student aid. We also support the flexibility that allows part-time service while in school or after school to reduce debt.

*** Senator Dodd's bill, S. 322, provides for matching grants to states and localities for youth service and conservation programs. We support the program as a supplement to existing student aid programs. We also support the special efforts specified in the plan to enroll disadvantaged individuals.

*** Senator Nunn's proposed legislation, S. 3, would establish a system of vouchers to be used for higher education, job training, or a down payment on a house, as a substitute for most existing student aid programs. We commend Senator Nunn for raising

America's consciousness about national/ community service, and for beginning the discussion with a bill that, while not ideal, places the issue at the top of the congressional agenda.

*** Senator Bumpers has introduced S. 539, S. 540, and S. 541 to require the Department of Education to publicize current loan deferment provisions, to extend current Perkins loan cancellation provisions to service with tax-exempt organizations similar to the Peace Corps and VISTA, and to extend such cancellation provisions to Stafford loans. We are generally supportive of provisions that allow increased opportunities for service while alleviating worry about student debt.

*** Senator Moynihan has introduced S. 232, which would establish an American Conservations Corps to encourage conservation of parks and recreational areas, urban revitalization, and historical and cultural site preservation, among other things. We believe such endeavors should be among the opportunities for service available, and we also support the concept of increased employment opportunities for the disadvantaged.

*** Senator Graham has introduced S. 382 to provide financial assistance to programs designed to build a nationwide capability in elementary and secondary schools to use classroom volunteers effectively. We support the idea of encouraging partnerships between elementary and secondary schools with government, nonprofit organizations, colleges and universities, and businesses.

*** In addition, President Bush has called for the creation of Youth Entering Service to America (YES), which provides for challenge grants at the local level to encourage youth service. It would be administered by a new foundation, and funded in part by the federal government, and in part by private donations. Although legislation has not yet been introduced, we applaud this effort on the part of President Bush to encourage service. We hope that the administration will work closely with this committee as it develops further its legislation.

## NAICU CONCERNS

Clearly, NAICU supports many aspects of the bills that already have been introduced. Other aspects of some of the legislation raise serious concerns. We are concerned, for example, about proposals to substitute new programs for existing student aid programs. NAICU's ultimate goal is to serve students; if any proposal could do a better job of ensuring equal educational opportunity for all students than existing aid programs, then such a proposal should be seriously considered.

Though existing programs can always be improved, and though federal funding has decreased over the last several years, we believe that the current need-based system works well to provide access to students and choice among institutions. Federal aid programs provide an investment in human capital that pays off over time not just for the recipient, but for the nation as a whole in the form of an educated populace and a strong citizenry.

We also feel strongly about ensuring not only that students can enroll in college, but also that they complete their degree. Recent data released by the National Center for Education Statistics (NCES) show that completion of a degree is severely hampered by a late start in school, part-time attendance, or time off during an academic year. More than half of those students who enrolled in four-year colleges immediately after high school graduated in six years. In contrast, less than 10 percent of the students who delayed enrollment, after high school graduation, had received degrees in that time period.

Many factors hamper success in college. It appears that beginning college late has a most detrimental effect. To meet the goal of degree attainment for students, we need options that encourage enrollment immediately after high school rather than plans that discourage it. I have attached to my testimony a summary of the recent NCES study on persistence, prepared by the National Institute of Independent Colleges and Universities (NIICU), NAICU's research arm.

## NAICU RECOMMENDATIONS

We hope that many provisions in the several bills can ultimately be combined to form a consensus bill that all of the members can support and enact into law. Even though the NAICU task force has not yet completed its deliberations, there are some conclusions I can share with you as a result of previous meetings.

NAICU recommends that the following components be included in any federal legislation on national/community service.

1) The bill must provide equal educational opportunity for all participants, regardless of race, sex, age, disability, or socio-economic status.
2) National/community service must be genuinely voluntary.
3) If the bill is a substitute for existing student aid programs, it must serve at least those college and university students who are being served by existing need-based student aid programs.
4) The bill must be flexible enough to provide a variety of service opportunities at every level of education to all age groups, before, during, and after college, and on a part-time or full-time basis. Opportunities should be available to out-of-school youth, but should be supplemented by efforts to increase literacy.
5) If college or university enrollment is an integral part of the program, the bill should encourage degree completion.
6) The use of existing service organizations and structures at the federal, state, and local levels should be considered carefully before any new organization or structure is

created by legislation. New programs should not displace existing service programs, such as those operated by educational institutions and religious denominations.

7) In order to ensure that adequate and appropriate service opportunities are available for individuals involved in service programs, the bill should begin with a demonstration project to test its feasibility and understand its implications.

## QUESTIONS THAT NEED TO BE ANSWERED

As our task force discussed answers to questions raised by proposed federal legislation, we also encountered more questions.

1) What has the history of service opportunities, such as the Peace Corps and VISTA, taught us?
2) Should a financial benefit ever be an incentive to perform national/community service, or should it only be available to overcome obstacles to a service experience?
3) If financial benefits are available, should they be used for education only or for other purposes as well?
4) What types of jobs and organizations should qualify for service programs?
5) Should legislation addressing community service be separate from legislation addressing military service?

6) Should a high school diploma or General Equivalency Diploma (GED) be required for individuals to participate in these programs?

7) How can we ensure proper training of volunteers?

8) Data show that degree attainment is substantially hampered by starting college late. Are there other negative effects of taking time off to do voluntary service?

9) Are some proposals intended to be replacements for the federal role in serving the needs of society?

10) What is the most effective, efficient, and equitable way for these programs to be administered?

## CONCLUSION

We at NAICU will continue to grapple with these and other questions, as will members of this committee. Although we have presented several recommendations, all of the proposals must be studied carefully to understand better the impact on students and on the nation as a whole.

NAICU looks forward to working closely with the members of this committee and their staffs in developing and implementing national/community service legislation that best meets the needs of the country.

I thank you for allowing me the opportunity to testify before this committee. I would be happy to answer any questions.

## UNDERGRADUATE PERSISTENCE FOR 1980 HIGH SCHOOL SENIORS BASED ON THE HIGH SCHOOL AND BEYOND DATA BASE

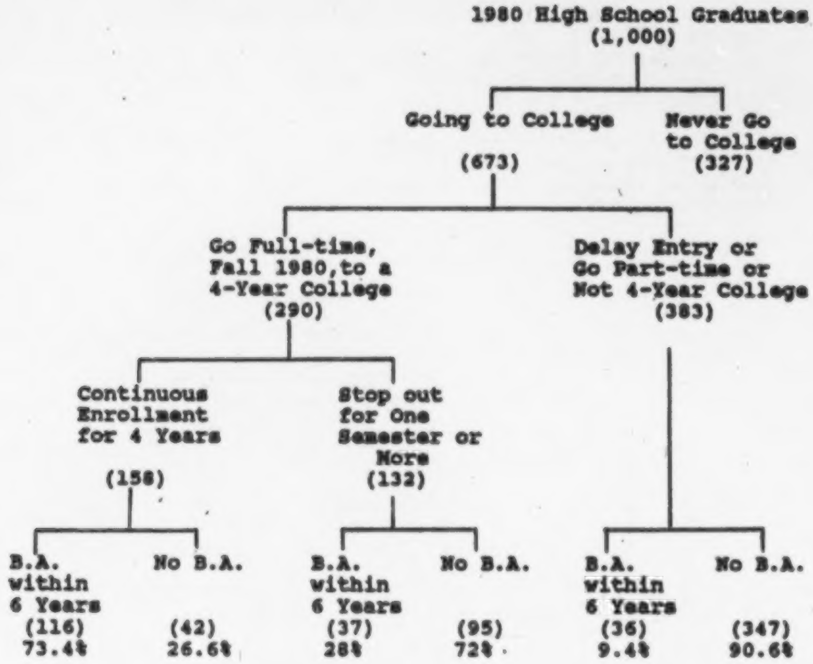
March 8, 1989

- Of the students who entered college full-time directly from high school, 53 percent completed a bachelor's degree by 1986.
    - However, fewer than one of three black (31 percent) and Hispanic (33 percent) students completed a bachelor's degree by 1986.
- Among students who enrolled full-time in college directly from high school, but left college for one semester or more, only 28 percent completed a bachelor's degree by 1986.
- Only 9 percent of the students who attended a four-year college but did not enroll full-time directly after high school completed a bachelor's degree by 1986.
- Among students who entered a four-year college full-time directly from high school:
    - 37 percent of those in the lowest socioeconomic status (SES) quartile completed a bachelor's degree by 1986.
    - 61 percent of those in the highest SES quartile completed a bachelor's degree by 1986.
- Among those students who attended a four-year college but did not enroll full-time directly after high school:
    - 4 percent of those in the lowest SES quartile completed a bachelor's degree by 1986.
    - 19 percent of those in the highest SES quartile completed a bachelor's degree by 1986.
- Among those students who entered college full-time directly from high school:
    - 60 percent of those enrolled in independent colleges and universities completed a bachelor's degree by 1986.
    - 49 percent of those enrolled in public institutions completed a bachelor's degree by 1986.

SOURCE: NIICU summary of "College Persistence and Degree Attainment for 1980 High School Graduates: Hazards for Transfers, Stopouts, and Part-timers," National Center for Education Statistics Survey Report, U.S. Department of Education: January 1989.

## FLOW CHART FOR COLLEGE DEGREE ATTAINMENT BY THE HIGH SCHOOL CLASS OF 1980

March 8, 1989


1980 High School Graduates (1,000)
Going to College (673)
Never Go to College (327)
Go Full-time, Fall 1980,to a 4-Year College (290)
Delay Entry or Go Part-time or Not 4-Year College (383)
Continuous Enrollment for 4 Years (158)
Stop out for One Semester or More (132)
B.A. within 6 Years (116) 73.4%
No B.A. (42) 26.6%
B.A. within 6 Years (37) 28%
No B.A. (95) 72%
B.A. within 6 Years (36) 9.4%
No B.A. (347) 90.6%

NOTE: Figures in parentheses indicate the number of students in each group.

WITHIN SIX YEARS AFTER HIGH SCHOOL:

1. 18.9 percent of all high school seniors received a B.A.
2. 28.1 percent of all high school seniors who attended a four-year college at any time during the six years received a B.A.
3. 52.7 percent of all high school seniors who entered college full-time at a four-year institution in fall 1980 received a B.A.
4. 73.4 percent of all high school seniors who entered college full-time at a four-year institution in fall 1980 and remained continuously enrolled for four years received a B.A.
5. 28 percent of all high school seniors who entered college full-time at a four-year institution in fall 1980 but stopped out for one semester or more received a B.A.
6. 9.4 percent of all high school seniors who delayed entry into college for one semester or more after high school, entered part-time, or did not enroll in a four-year institution first received a B.A.

SOURCE: NIICU summary of "College Persistence and Degree Attainment for 1980 High School Graduates: Hazards for Transfers, Stopouts, and Part-timers," National Center for Education Statistics Survey Report, U.S. Department of Education: January 1989.

The CHAIRMAN. Dr. Whalen.

Dr. WHALEN. Thank you very much, Senator Kennedy.

I would like to recognize the fact that I did have a hand-delivered note from Senator Patrick Moynihan early this morning, indicating that he would like to have been here to introduce me this morning, but he has a commitment in New York; and the only reason he wanted to be here to introduce me was the fact that I have done that three times in the last year, and he simply wanted to get even. [Laughter.]

I am James Whalen, President of Ithaca College and Chairman of the Board of the American Council on Education. As you know, this association is the umbrella organization for all of American higher education, both public and private, with more than 1,600 educational institutions and organizations.

You have my written testimony, which was presented last week, and therefore I will not repeat that this morning, but there are a few points that I would like to emphasize.

I did not realize, Gresham, that you were staying at the hotel with me last night and sneaked into my room and gave my entire presentation.

I would like to make it very clear that the concept of national and community service is warmly encouraged and supported by all of us in higher education. I think volunteerism has been a basic tenet of higher education throughout its history, and it remains so today.

I would like to cite just a few examples from my ow institution. Ithaca is primarily a residential institution with approximately 6,100 students; 4,000 of those students live on campus. As part of our Residents' Life Program, all of our resident students are expected to participate in at least one voluntary community service activity during the year. That was not true when I went to college, and I am very proud of the students who do that.

In the fall semester alone, 2,200 of our resident students participated in 99 volunteer activities ranging from food collection for the hungry and visits to nursing homes to programs for disadvantaged children.

Our student government this year created a campus chapter of the national "Give Five" program as its primary activity for the year.

And we have a number of voluntary community service internships that are an integral part of the academic program. A number of these are course-related and carry academic credit. We have programs in physical therapy, speech pathology, audiology, gerontology, recreation, and all of these programs have students who volunteer their services to community members under the supervision of our faculty.

And finally, for the past several years, we have had a program with the Dana Foundation and private sources. We developed a public service internship in which needy students receive stipends, permitting them to volunteer and help others. These take place not only in Ithaca, but in the students' home communities.

I think our programs are not unlike those you will find on hundreds of campuses throughout the country. They have been established on the same principles and reflect the same values presented in the various bills introduced thus far.

Again, we whole-heartedly support the concept of national and community service, and all of us want very much to see it work. We would like to help in the development of that program.

Having said that, I do want to express concern about one dimension of Senator Nunn's bill. The portion that I object to seeks to dismantle the Federal system of need-based financial assistance. Our present Federal financial aid program is not perfect, but it is not a failed system. Millions of needy students are being helped by Federal programs, and need-based aid has been and is the foundation of our national community to equal educational opportunity. We cannot afford to retreat from that commitment.

As Congressman Ford said recently, we need to give as much education as we can to as many students who are willing to take it.

A national voluntary service program in concert with our existing financial aid programs would be a bold step forward, and I hope that this will be the direction in which we move. We stand ready to assist in that effort in any we can.

I believe any restructuring of our financial aid program for higher education must be done very, very carefully. It might be partially broke, but it certainly does not need complete fixing.

I am a little concerned about the 50 percent division that I heard this morning, for many, many of the students who are served by the present financial aid program are part of that 50 percent referred to by Senator Nunn who are very poor and who are presently able to go to college. There are a lot of unanswered questions, lots of variables, and I think they must be studied, and studied carefully. We must take our time in providing the program that I think all of us want.

Thank you very much.

The CHAIRMAN. Thank you very much.

[The prepared statement of Dr. Whalen follows:]

# TESTIMONY TO

# COMMITTEE ON LABOR AND HUMAN RESOURCES

# UNITED STATES SENATE

MARCH 14, 1989

PRESENTED BY:

JAMES J. WHALEN
PRESIDENT, ITHACA COLLEGE
& CHAIRMAN OF BOARD
AMERICAN COUNCIL ON EDUCATION

ON BEHALF OF:

American Association of Community and Junior Colleges
American Association of State Colleges and Universities
Association of American Universities
Association of Catholic Colleges and Universities
Association of Jesuit Colleges and Universities
Association of Urban Universities
Council of Independent Colleges
National Association for Equal Opportunity in Higher Education
National Association of College and University Business Officers
National Association of Independent Colleges and Universities
National Association of Schools and Colleges of the
United Methodist Church
National Association of Student Financial Aid Administrators

Mr. Chairman and Members of the Subcommittee;

I am James J. Whalen, President of Ithaca College and Chairman of the Board of Directors of the American Council on Education, the leading coordinating body for higher education. I appreciate the opportunity to present the views of the Council and other associations on several legislative proposals to establish a program of national service.

We support the objectives of all these bills. The concept of service to the Nation and the community has been a basic tenet of American higher education throughout its history. Our first colleges were private institutions founded to educate ministers and leaders for the colonies. In the early 19th Century teachers colleges were established to meet the needs of a burgeoning public school system committed to equal educational opportunity, and land-grant institutions to bring the agricultural and mechanical arts to the people. Community colleges grew in the 1960's as a specific response to the needs of local citizens.

Today, colleges and universities across the country are making even greater efforts to serve their own communities and to encourage their students to experience such service as an obligation of citizenship. This movement has been developing for decades. For example, Phillips Brooks House, a community service organization run by students at Harvard University, recently celebrated its 75th anniversary. Michigan State University's Office of Volunteer Programs, now in its 21st year, annually places several thousand MSU students in community service jobs. At my own institution, significant volunteer programs have been carried out for the last fifteen years; in the fall semester alone, 2,200 resident students took part in 99 separate volunteer activities in the greater Ithaca community.

Since 1985, when the Campus Compact was organized as a project of the Education Commission of the States, some 150 institutions in 38 states have joined this coalition to advance community service by sponsoring projects to combat adult illiteracy and to tutor academically at-risk elementary and secondary students. Campus Compact recently established state compacts in California, Michigan, and Pennsylvania; others are being organized.

Another network, the Campus Outreach Opportunity League, launched by students in 1984, now numbers 450 colleges and 200 national and local nonprofit organizations working jointly through workshops, technical assistance, and an extensive variety of community service projects to make such opportunities more readily available to students.

The Partnership for Service Learning, established in 1982, now numbers 40 colleges and universities whose programs unite academic study and community service, so that the service makes the study immediate and relevant, and the study relates to and supports the service.

Some colleges have established a community service requirement for graduation. In addition to the growing number of service opportunities in college, some private agencies provide Peace Corps-type experience after graduation. For example, some 354 volunteers from 115 public and private colleges are currently serving one-year terms in the Jesuit Volunteer Corps, performing social service work in 58 cities throughout the nation.

Thus, it should be clear that the concept of national and community service is warmly supported and encouraged by American higher education. For that reason, we are pleased that a number of legislative proposals have been introduced to extend service opportunities to a greater number of citizens.

We find much to commend and support in each of these bills. Senator Pell's bill, for example (S ), would provide a limited demonstration of how a national program of military or civilian service might be built on the foundation of existing state programs. Senator Kennedy's bill (S ) would encourage schools and community agencies to create new opportunties for youth to serve their communities. Senator Dodd's bill (S 322) is geared especially to the needs of disadvantaged youth, and would establish a special commission to study the implications of a broader national service program.

Senator Nunn's bill (S 3) would establish a large-scale national program administered by a nongovernmental Corporation for National Service, and by state and local councils. It would involve retired citizens as well as youth. Senator Mikulski's bill (S 408) would encourage weekend and part-time service activities for citizens of all ages.

Under most of these bills, volunteers would earn benefits that could be used to help them meet the costs of postsecondary education. This would make community or national service an important goal of national policy, complementing the goals of current student financial aid programs. One of the goals of these programs is to stimulate the awareness very early in life that higher education is accessible to all able students, even if their families cannot provide the financial resources; another is to enable needy individuals who desire short-term vocational programs and credentials other than a baccalaureate to obtain the skills necessary to support themselves and their families. Millions of students and their families depend on the federal government to continue its commitment to these programs.

Senator Nunn's bill, the most comprehensive of the national service proposals, has helped to elevate the priority for federal legislation in this field, and to generate a national dialogue on how federal incentives should be provided. However, S 3 differs markedly from all the other bills in one respect: it would phase out eligibility for existing federal student aid programs, and make national service the sole criterion for assistance for most students. This would have at least two serious consequences:

1. It would eliminate the critically important concept of need-based aid, which is the foundation for the national commitment to equal educational opportunity.

Current student aid programs and policies are based on the principle outlined by President Eisenhower in proposing the National Defense Education Act of 1958:

"The security of the Nation requires the fullest development of the mental resources and technical skills of its young men and women...We must increase our efforts to identify and educate more of the talent of our Nation. This requires programs that will give assurance that no student of ability will be denied an opportunity for higher education because of financial need."

We still have a long way to go to achieve the goal of developing the talents of our youth to the fullest, and assuring postsecondary opportunities for all qualified students who lack the necessary financial resources. Currently 73 percent of low-income, high-ability high school graduates go on to college, compared with 93 percent of those from higher-income families.

Postsecondary opportunities would be restricted rather than expanded, however, if existing federal aid programs were abolished. Some two million new students annually receive help under these programs, totalling over six million recipients. S 3 would restrict educational benefits to those for whom the government is able to provide a national service job (according to one estimate, 700,000 positions a year). The question of how many positions might be available annually would introduce a new element of uncertainty for all who need help to attend college.

More important, it would eliminate need-based aid for most students. Instead, all persons who complete volunteer service would receive the same benefit, regardless of their family circumstances.

2. It would impose another obstacle to higher education for low-income students.

It would deny needed college assistance to young people from low-income families until they have completed national service, in effect making service mandatory for all except the children of upper-income families.

This would be an educationally unsound policy, as demonstrated by the report on college persistence issued last week by the National Center for Education Statistics. The report found that students have the highest chance of attaining a baccalaureate if they start their college education immediately after leaving high school. Three-quarters of 1980 high school graduates who entered a four-year institution immediately after graduation and persisted full time had earned a baccalaureate by 1986; only 21 percent of those who delayed entry had completed the degree by then. For low-income students (who tend to have poorer academic preparation), the completion rate was 8 percent; for high-income students, the rate was 34 percent.

Such a policy would be especially damaging to minority students, who disproportionately come from low-income, disadvantaged backgrounds, and who will constitute a third of all school age children by the year 2000. Creating additional obstacles to successful postsecondary education for so many of our youth would have serious consequences for the national economy: surveys indicate that a vast majority of the new jobs that will be created in the next two decades will require some kind of postsecondary education.

Thus, S 3 would have a dramatically different impact on different income groups. Children of the affluent could go directly from school to college, while the poor would be denied access to higher education unless they completed national service.

In addition to these problems, S 3 raises serious questions with respect to the phaseout of existing student aid programs, and the potentially large cost of substituting a system of benefits earned through national service.

Sponsors of S 3 argue that the federal aid system has failed, and should be replaced. Yet, while the current system needs adjustment, it provides access to postsecondary education for some six million students, many of whom would be unable to attend college without assistance. None of these students receives a "free ride"--in fact, they and their families contribute the largest share of their educational costs, and most earn their way by working or borrowing against future income

* Nearly 90 percent of all students or their spouses, and nearly 90 percent of all Pell Grant recipients in the collegiate sector, work either during the summer or school year or both to finance their education.

* The need analysis provisions of the Higher Education Act require contributions from student income of at least $700-$900 annually for dependent students and $1,200 annually for independent students, to maintain their eligiblity for federal assistance. Pell Grant recipients make a more substantial contribution: single recipients earn an average of $2,500 a year, and married recipients together with their spouses earn an average of $7,000.

* Virtually all colleges and universities participate in the College Work-Study program, which helps needy students meet this self-help requirement, and, in addition, provides millions of dollars in other job opportunities both on- and off-campus.

Sponsors of S 3 argue that national service could be funded in its early years almost entirely from the current $8 billion cost of federal student aid programs. However, this assumes a level of 700,000 volunteers a year, which as noted above would represent a stark reduction in the availability of postsecondary opportunities for low-income students. If the program were to be conducted on a scale sufficient to accomodate all current recipients of student aid, it would cost in the range of $30 to $50 billion annually.

It should be noted that a substantial part of the cost of federal student aid programs would not be available to offset the cost of national service. While current benefits would be eliminated for most students, they would be maintained for those over 26 years of age, the handicapped, and those unable to obtain a national service slot. Since one third of current federal aid recipients are 26 or over, about a third of the cost of current programs would still be required to cover these students.

Replacement of the current federal programs as proposed in S 3 would also create serious equity problems. Students who completed service would receive $10,000 for one year as a civilian volunteer, or $24,000 for two years of military service, regardless of their need or family income. Students in financial need who did not serve or could not get a service position would generally receive substantially less assistance under existing programs, which currently provide, on the average, less than $2,000 a year in federal subsidies per aided student.

None of the other national service bills introduced to date raise these serious problems. S (Pell), S 408, and S 322 provide educational benefits supplementing existing need-based aid, which would substantially increase the effectiveness of the system. S 408 would encourage weekend, part-time, and vacation service to meet recognized needs in the community. S 322 would require concurrent remedial work for disadvantaged high school graduates, which would better prepare them for college work instead of leaving them further behind. S (Kennedy) would build on existing voluntary activities at the local level and require an educational component. All would be implemented on a limited scale; some would require an assessment of initial experience and recommendations for further modification and improvement of the program.

These various approaches illustrate that there are a variety of different purposes which could be served by national legislation. Taken together, they suggest several criteria for the development of sound national policies and programs:

First, any educational benefits earned through voluntary service should be in addition to, or as part of--rather than in place of--the federal system of need-based aid. This system, which has been developed with bipartisan support over three decades, is designed to achieve the vital national purpose of assuring postsecondary opportunities to all students who have the ability, but lack the financial resources, to attend the institution best suited to their needs.

Second, national legislation should build on the extensive community service activities already going on in states and localities, educational institutions and public interest organizations. To avoid excessive federal regulation, programs should be designed as federal-state-private sector partnerships. To minimize the need for a new bureaucracy, eligibility determinations and oversight of community service programs should be conducted by a quasi-governmental entity with representation from the states and local government, public and indpendent colleges and universities, the private sector, and other key participants.

Third, any national program should encourage opportunities for service in a variety of forms, for citizens of all ages and income levels. To the greatest extent possible, volunteer activities should encourage service-learning experience which relates the educational process to the real world. Programs for disadvantaged pre-college youth should include a strong component of compensatory education to increase their chances of enrollment in, and successful completion of, postsecondary education. Academically at-risk students, and all who wish to pursue their education directly, should have options to perform their service after college, possibly earning partial forgiveness of educational loans. Service during college, on weekends and vacation periods, should also be an option, and would particularly appeal to older and part-time students who make up a growing share of college enrollments.

Fourth, national legislation should be implemented carefully and deliberately. Several years of careful planning should be provided to test the concept on a limited basis and evaluate its performance to determine how volunteers can be absorbed most effectively at the state and local levels, and what kind of activities are most appropriate, before a larger-scale program is established.

Finally, this committee should examine existing federal programs to determine whether they might provide further incentives to stimulate greater community service. For example, it would be helpful to find out what more could be done to fully utilize the community service-learning provisions of the College Work-Study program.

These steps would promote both increased voluntary service to the Nation and greater educational opportunities for all citizens. We strongly support, and stand ready to assist, all such efforts.

The **Chairman**. Ms. Billings?

Ms. **Billings**. Mr. Chairman, Senator Adams, I want to thank you very much for the opportunity to testify this morning on behalf of the Council of Chief State School Officers. I am Judith Billings, State Superintendent of Public Instruction in the State of Washington.

As I begin the testimony, I do want to mention also that I had the opportunity this last year to work with your counterpart in the House, Chairman Hawkins, on the Education and Labor Committee, as we worked through Public Law 100-297. It is a pleasure to be here this morning and see some familiar faces with staff as we discuss those important issues.

It gives me also a perspective in terms of knowing how important it is that we have the opportunity to comment at this point in the legislative process on those things that we think are important to keep in mind as we put together this very important concept of school-based community service.

I will confine my remarks to K-12 community-based service, since we have already had the perspective from higher education.

You do have written testimony, and I will not repeat that, but I do want to highlight several of the items that were in that testimony because they do very succinctly point out six key principles that the Chief State School Officers believe are important as we consider school-based community service.

The first one is that elementary, secondary and post-secondary students all should have the opportunity to take part in school-based community service.

Secondly, that kind of a program should be very well-connected to a student's academic and vocational training; that as school-based community service is integrated clear through the K-12 curriculum, that not only is the service itself available to students, but that the student be given ample opportunity for analysis and reflection of that service as a part of the program to see how that has aided them and aided the community.

Thirdly, that school-based community service programs should not just include the service itself, but that there should be within that a component for training teachers, administrators, placement supervisors; that there would be collaborative efforts within that for projects with other kinds of organizations; and that there be an evaluation component so we can see truly how effective school-based community service is, both for students and for the community in which it happens.

The fourth key principle is that that sort of service should include for disadvantaged students an opportunity to have some educational component, to learn basic skills, as well as perhaps earn the high school equivalency diploma if these are students who would not remain in school for a regular high school diploma.

The fifth concept is that while it may be well to voluntarily connect receipt of a Government benefit to that sort of community service, that that service should not be a requirement to receiving Federal student financial aid.

And the last key point for our organization is that these kinds of community service programs, school-based, K through 12, should be administered by State and local education agencies.

I would like to comment just briefly on some of the kinds of things that are already going on in K-12 community service activities in schools, and I am going to use the State of Washington as the example because we do have some well-established programs there that give us an idea of the kinds of things that can happen effectively for and with students.

First of all, I think that the Tacoma School District, which is the second-largest district in our State, is perhaps the first one in the Nation to include as part of its graduation requirements 75 hours of community service. This will become effective in that school district in 1994. That puts the emphasis, it stresses the importance that we see as far as students being involved in the community and having an understanding of the communities in which they live and hopefully in which they will eventually serve.

That is happening in a number of other schools as well, both private schools and public schools. We have a number of private schools also who have 15 hours of community service required each year to a total of 60 hours for graduation.

In our project called Schools for the 21st Century, we have several high schools involved in that, requiring community service as a part of their programs as they change and try to get their students ready to survive in the 21st century.

There are a number of other things happening, that are connected with vocational education. For instance, one of our high schools won a national award for their FFA project where they had five different kinds of community service, some of which took place in the schools, some of which took place in the community. And one of those, I thought was very interesting. This particular high school is in an area which is both rural and suburban, but they found as they talked to children in Seattle, which is highly urban, that these kids did not understand about agriculture. So they met with the science coordinators in Seattle and put together a project where those high school students went into Seattle elementary schools to help teach those children about what it really means to be involved in agriculture.

Another project that I thought was worth mentioning is on connected with what is called the Governor's School, which runs during the summer for approximately 400 students at Seattle University. After that particular experience, students are expected to go back the following year into their schools as seniors and put together a community service project. One young man won national recognition for going back into his small community and setting up a food bank, which it had not had before.

So there is a real ethic there of community service that is being inculcated in these children and high school students.

One other thing that has grown out of this sort of effort is that the Washington Coalition for Community Service has just been formed, with some help from national organizations as well, and is this spring having its first conference.

So we see that the move to recognizing the importance of community service and getting young people involved in it is certainly there and is progressing apace.

I think it is particularly important because as we look at the demands that are being placed on education right now, when we look at the kinds of students who are coming into our public schools now, they are increasingly coming from backgrounds where there is not that kind of ethic necessarily inculcated. And I think it is important that when we look at schools and look at communities, that we recognize that schools are an extension of the community, but the community in which people live is also an extension of the schools in that community. So it is having that kind of integrated concept as we look at trying to get our students ready for the world that is going to help them succeed.

And when you see that students get that kind of real life experience it takes away what was the old complaint as I taught high school students for 15 years, when they would say, "What is the relevance of anything I am learning here to what I am going to do later?" Well, if they have a school-based community service ethic that is incrementally taught to them throughout their K-12 experience, there will not be that question when they get to high school, because they will understand that very well.

As I said, some of these are already happening, but they are happening not everywhere, and the Federal role is very important. The Federal role in education has always been to help achieve equity and to establish national priorities in education, and that is certainly where the Federal Government can continue to place that kind of emphasis. We welcome that kind of emphasis and opportunity.

Let me simply close by thanking the committee for the opportunity to testify, commending you for your efforts, and indicating to you that certainly the organization, the Council of Chief State School Officers as a whole, and each of us as individual state superintendents, are ready to offer whatever help, assistance and information we can.

Thank you.

[The prepared statement of Ms. Billings follows:]

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# NATIONAL & COMMUNITY SERVICE

A Statement of the Council of Chief State School Officers

Before the

Senate Committee on Labor & Human Resources

Presented by

Judith Billings
State Superintendent of Public Instruction
State of Washington

March 14, 1989

**Education**
...a sound
investment in
**AMERICA**.

COUNCIL OF CHIEF STATE SCHOOL OFFICERS
379 Hall of the States, 400 North Capitol Street, N.W., Washington, D.C. 20001 • 202/393-8161

Mr. Chairman and Members of the Committee, I thank you for this opportunity to testify on proposed legislation to encourage youth service. My statement represents the views of state superintendents and commissioners of education across the nation through our Council of Chief State School Officers. We commend Chairman Kennedy and other Committee Members for their leadership in advancing legislation to provide more extensive opportunities for youth to serve their communities.

Our Council endorses the following key principles for federal support to expand youth community service programs:

1. Elementary, secondary and postsecondary students should be eligible to participate in community service programs.

2. School-based community service programs should be well-connected to the student's academic and vocational study. The concept of community service should be integrated into the K-12 curricula, with opportunity for student reflection on and analysis of the experience.

3. School-based community service programs should include: training for teachers, administrators, and placement supervisors; collaborative efforts

for projects with youth serving organizations, private sector organizations, community-based organizations, and colleges and universities; and evaluation components.

4. Community service programs should include educational components to help disadvantaged students acquire basic skills and attain high school equivalency diplomas.

5. Although community or national service legislation may be voluntarily connected to receipt of a government benefit, such service should not be a requirement for receiving federal student financial aid.

6. School-based community service programs should be administered by state and local education agencies.

For the past year and a half, the Council of Chief State School Officers has engaged in activities to encourage the development of effective youth community service programs, focusing primarily on school-based programs for youth in grades K-12. We commend and thank you, Chairman Kennedy, for introducing legislation to support the expansion and development of quality school and campus-based community service programs. We support "Serve

America" and other measures which meet the criteria above.

School-based community service is important for three reasons:

First, American elementary and secondary education has encompassed, since its beginning, the mission of instilling the value of good citizenship. Research and experience shows that most students learn best by applying and practicing abstract concepts. School-based community service integrates the concept of service into the curricula and involves students in the practice of service.

Second, elementary and secondary schools can provide opportunity for all youth -- without regard to ability, socio-economic status, race or ethnicity -- to participate in effective community service activities.

Finally, school-based community service expands a young person's cognitive development outside of classroom study. In some cases school-based service programs re-engage disinterested students at risk of dropping out. School-based community service programs offer such youth experience, perhaps for the first time in their lives, of what it is like to serve and to make a difference in their communities.

Youth community service embodies the best of American values -- concern for others, active participation in and contributions to the life of the community, sharing and working with others toward common goals. Today, more than ever, there is a need to call young people to serve. We applaud that and urge federal leadership in the advancement of the youth service agenda in this country.

Thank you, Mr. Chairman and Members of the Committee. I would be pleased to respond to questions.

The **Chairman**. This has been an excellent panel, and very interesting.

Let me just go through some of the matters that I raised earlier, but I want to be somewhat clearer.

Let me ask Mr. Riley and Mr. Whalen about appropriate academic credit for service. The sense I got earlier today is that we ought to maybe offer some incentives to get the academic institutions to try it. And I am wide open, obviously; we are not going to impose heavy-handed requirements.

Could you tell us what incentives we might build into these programs to try to give academic credit for service? Obviously, it has to be supervised; obviously, it has to have the academic component. I mean, there are certain requirements from an academic point of view that it should have, which we will accept. But where do you come out on that? I would be interested in hearing quickly from the whole panel, and then I have a couple of other questions.

Dr. **Riley**. The first point I would make, Senator Kennedy, is that I think there may very well be a tendency to put too much importance on incentive in the sense that without it, voluntary service will not take place. I do not think the evidence really supports that assumption in any strong way.

As I mentioned in my oral testimony, the Organization of Campus Compact has been enormously successful, and all that has been required has been strong institutional support, presidential support, within each institution.

So I guess I am a bit nervous by expecting too much from incentives in order for this to happen.

Just one question about credit. I think most of our institutions that have voluntary service programs give credit for some kinds of internships or involvements, some kind of credit with specific forms of volunteer service.

For example, at my institution within the political science department, internships with regard to political campaigns are carefully supervised by members of the political science department, and academic credit is given for that.

Just one other final comment, and that is, it is the case that the assessment of field work or the assessment of volunteer service is very, very difficult. It is the different kind of assessment than the work that is done within a classroom.

So I would say that to a large extent we, as academicians, are not particularly well-trained or do not have very much good experience with regard to evaluating and assessing work that would be done within the voluntary context in contrast to what takes place in the classroom. So there are some difficulties associated with the issue of assessment and the granting of credit.

The **Chairman**. Dr. Whalen.

Dr. **Whalen**. Well, I certainly agree with President Riley on a number of those comments. I don't think you can give three credits for somebody to go downtown and clean up the streets; it is not related to the curriculum. But I do believe, Senator Kennedy, that you are right—there is nothing the matter with academic credit as long as it is curriculum-related. And I think in particular if you look at some of the professional programs in colleges and universities, in business, in health, in music, and in communications, there are lots of ways in which students with supervision of faculty can do voluntary work, and I think there are ways, too, of providing incentives for that. I think they need to be creative ways.

But I certainly believe that should be looked at. We have lots of experience in that with internships on all of our campuses, and as far as I am concerned, I see nothing the matter with credit associated as long as it is associated with the curriculum.

The CHAIRMAN. Ms. Billings?

Ms. BILLINGS. Just that as the examples I gave indicated that credit is granted—in fact, in those cases, it is required. The important thing is in K-12 education that that be left as a local school district decision.

The CHAIRMAN. The point, particularly in higher education, is that—and I recognize—it has to be related to the field of study. And I think what you are looking at is not only what is happening downtown, but how they relate it to that academic inquiry back at the college, and how they tie that in. It can be in a report, it can be in a paper. I imagine there are a variety of different ways that that can be done and may very well enhance their whole understanding of some of the broader areas of study. I appreciate the response.

Secondly, we have heard about the requirements in some of these school districts; Tacoma was mentioned. I gather from these hearings—well, I understood it before the hearings—that you do not want mandatory requirements encouraging volunteerism. But do you think it makes sense to provide the incentives for the school district or the college to provide a variety of different options for these kids to get involved in? What is your best judgment about the way to go?

We have a situation in Springfield, Massachusetts where it is mandatory; they have to involve themselves in a certain number of community hours. How should we cope with that issue? I think the way the bill is constructed is that we have a limited amount of resources, you set out general criteria, and you will have competition in the States who administer it. We are going to come back and review, obviously, the administrative process, so that it will have the least bureaucracy. But we have set criteria that maximize student involvement in service to the community.

Where should we come out on that? Should we just leave it completely up to the colleges as to how to do it, or should we encourage school districts to do it and make it optional for the students to participate? Should we say okay, you should have it, but once you have it out there with the student component, it is voluntary whether they involve themselves?

Can you help us on that point?

Dr. Riley.

Dr. RILEY. Well, my strong inclination would be to have a program that is as flexible as possible, as I indicated earlier—not only flexible with regard to at what point one might get involved, but also flexible with regard to its being an option.

I must say I share some of Senator Dodd's concerns which he expressed earlier as to are we really teaching our young people a positive lesson, are we really preparing them for a lifelong orientation to voluntary service if, at the early point, voluntary service is something that is viewed as mandatory.

The role that it seems to me the Government can play is to reinforce the existing opportunities and to expand those opportunities, but to leave it as a voluntary effort and as an option.

The CHAIRMAN. Dr. Whalen?

Dr. WHALEN. Yes, I think we could do more. It reminds me a little bit of philanthropy. If you grow up in a home where there is wealth, and it is sort of a natural part of a family to share goods, it is one thing; if you do not grow up that way, philanthropy is perhaps a little more difficult or less understandable, and you have to encourage people.

I think the same thing is true in volunteerism. I think you have to begin early; you have to begin in the home; you have to work with the young people in the early grades; the teachers have to make that something very, very positive; if the student is identifying with the teacher, and the teacher feels very strongly about volunteerism, it starts early, and I think it would continue.

I think voluntary is probably pretty key—although as I said earlier, when you get to certain kinds of curriculum presentations, I think you can put some rewards on it. But I think it is something that has to work up very, very early on.

Ms. BILLINGS. I think that is really the key over the long run is to start early so that you have this incremental building with that sort of ethic, and at that point, even though it is voluntary, if you have enough kinds of services that kids can be involved, you are going to have them wanting to be.

The CHAIRMAN. A final question. You have spoken on the question of the education programs, but suppose there are those who say we ought to earn our financial aid benefits, and by demonstrating to the taxpayers that people are going to earn their benefits, that they are going to become more expansive in trying to provide additional resources in this area. There is a concept that too often we are giving things away, and there are abuses; that if we have that component of earning the benefits, given the challenges that exist in our society, that we are going to be able to expand support for some of these programs, particularly in the area of education.

How do you react to that?

Dr. RILEY. I made reference to Thomas Jefferson earlier. In a particular piece of correspondence with a close friend, Jefferson observed that, "there never has been and never will be a nation that is both ignorant and free."

I mention that because it seems to me that one of the assumptions underlying the notion that young people should earn whatever financial assistance they get to be applied to education presupposes that education has only personal advantages, that only the individual is enriched by that experience. I think that is a false assumption. It is to the interest of the society at-large that we have an educated citizenry. In fact, I agree with Jefferson—there is no such thing as a working democracy without an educated citizenry.

Consequently, it seems to me that if there are social benefits, and there are indeed national social benefits, then there is at least a partial obligation on the part of the society at-large to help produce an educated citizenry.

So I guess I would question very severely the assumption that seems to lie behind the point of view that you have made reference to.

The CHAIRMAN. Dr. Whalen.

Dr. WHALEN. Two things. You mentioned abuse, and I think there are some abuses. But I think we should attack those areas of abuse. We can do that, and I think we should use the resources of the Federal Government as well as the institutions to get at those of abuse.

We know, for example, the problems with the Stafford loan defaults. We know where a good many of those problems are coming from. And I think if we took that head-on, we could reduce those abuses.

The other thing I would say—and I join President Riley in this—is that it bothers me when I hear people talk about grants to students to attend college, that somehow there is something that matter with that, that it accrues only to the benefit of that young person, because it does, as you say, accrue to the whole society.

We need doctors, and we need lawyers, and we need Senators; and a number of those individuals have been educated through the help of a grant system and a loan system, and I think it has worked well. So I believe very strongly that we should keep in mind the value of three decades of financial aid programming that address particular needs of a variety of people. And as I said in my testimony, we should be very, very careful before we dismantle that.

Ms. BILLINGS. I would just say that I think flexibility is what we need—some grants, some loans, some work for proceeds. We have always had a strong tradition of choice to meet individual needs, and that is what we need to continue.

The CHAIRMAN. I want to thank you all very, very much.

Senator Adams is going chair the remainder of this hearing, but it has been enormously helpful. Just as a final point, as I hope you gathered from the earlier hearing, we are trying to gain insight into all these different proposals. We are trying to find out what parts of each will be helpful in developing a common position, hopefully bipartisan with the administration's support. And I hope some of your comments were triggered by some of the things that you heard earlier today.

If you have some ideas in response to some of the things we might not have inquired of you, I hope you will feel free to let us know, because we value very highly your comments on these matters as well as on education generally.

Thank you all very, very much.

The CHAIRMAN. Thank you, Senator Adams.

Senator ADAMS [presiding]. Thank you, Mr. Chairman. I am most pleased to chair the committee for a few minutes.

We will not be much longer here, but Senator Dodd may want to return, and I had two or three questions.

I might say as background, that I come from both a structured and unstructured educational system in that I went to the University of Washington and Harvard Law School, which are about as structured as you can get, but I have been a trustee of Hampshire College, which is about as unstructured as you can get. I have seen volunteerism in both of them, and I want to address that in a moment.

But Ms. Billings, I particularly want to address my questions to you first with regard to some programs at the K through 12 level. And particularly, I will just draw on my own experience, because I think we may want to have a little different mandatory application at K through 12, and then we will turn for a minute to the college and beyond level.

When I was in Seattle in February, I participated in food loading and distribution for the food bank on Capitol Hill. And to those of you who do not know Seattle, Capitol Hill is an area where we have a lot of homeless; it is a very mixed ethnic area, and it is a very mixed area of well-to-do and non-well-to-do people. Part of that group, Ms. Billings, that were there were from one of the private high schools there, a day high school. They were signed in, and I arrived at 9:00, and we unloaded a truck that comes from downtown, from where we have collected free food from food banks and so on, and this is a food bank for distribution very near the high school, but to a poor area.

There were eight boys assigned there. One was a disadvantaged boy, but the rest were just mainly good, strong-backed boys. They received credit for this, this 15 hours a year that you mentioned. But there was a teacher there, and what they were doing was they were loading food bags, and part of the interest that I saw in it is, for example, we had large supplies of rice, and we were packaging rice into small packets. Well, now, I am sure those children did not understand what we were going to do with all of these little packets of rice. Well, we have a very large and old Chinese community there, and they use small packets of rice, and there was a great discussion about this while this was going on.

This was a credit given to them for their social service program. We used to call it Civics I and II; I do not know what they call lit now. But they were required to come, and they were sort of checked in and out. They were juniors and seniors. But there was no resentment there, and they all appeared, and they all loaded, and when it was all over, they all left.

Now, I thought that was a pretty good program because it showed a large number of students from a fairly mixed but well-to-do high school that in their community there were a lot of people who needed some volunteer service. And they did volunteer work on the weekends with their families.

Now, I gather that this is what is being done in Tacoma, also, is that true, because I have not been to Tacoma to visit that program.

Ms. **Billings**. Yes. There are a number of different kinds of things that are done, but it is that sort of thing where there are a number of different opportunities for community service, some with food banks, which would be other community organizations, some with private kinds of organizations such as nursing homes, where they can go in and be of service. So that it is some service with public organizations, some service to individuals, if you will.

Senator **Adams**. I gathered that what was happening out of this was that the families were being pulled in by these students to help on weekends, for example. Has that been an outgrowth of that, or has this just isolated itself—because I can understand the mandatory aspects of this, that you have to do it, and it turns you off, and so on. I just want to know whether this is a way to go. I happen to be on the Mikulski bill, but as the chairman so well stated—and Senator Kennedy and I have been at this for 25 years, and to a degree in the State of Washington, from Group Health to everything else—we are looking for the alternatives in portions of this, and I have not thought through until we have been having this hearing this morning what point the schools play in this.

Ms. BILLINGS. Well, I think probably what you have there, with families being drawn into it on weekends and it continuing that way in many cases is the enthusiasm of youth taking over with those with whom they live and pulling them in to be involved.

Senator ADAMS. And you don't think this is injurious to the student because it is not necessarily curriculum-oriented, or is only partially, and may have a mandatory aspect to it in the K through 12?

Ms. BILLINGS. No. Far from being injurious, I think that what it does, as you stated so well, is it shows these students, who may know nothing about these aspects of the community where people are hurting and need help, this may be the only way that they would ever have a realization of that.

It is one thing to read about that in the Seattle Times; it is another to be involved directly in knowing who those people are, knowing where they live, and—what do we say with the old homily—a picture is worth a thousand words. As long as they see it first-hand, that makes much more difference to them and their understanding of what their community is all about.

Senator ADAMS. I just noticed some of these boys did not know what Similac was, and they did not know what a whole lot of things that babies use were, and there was a young woman who was there, ordering these things off the shelves. I felt it was a very good program, but I am concerned about the mandatory aspect, and I kind of tilt toward it may not be so bad in K through 12.

Now let me turn, President Riley and Dr. Whalen, to the university area, because I have daughters, one of whom worked with alternative education in Massachusetts and I think is going to become a lawyer, because she found she spent so much time in court with the people she was helping while in college, and she was not spending any time in the social work end of it. But I am worried about this mandatory aspect in connection with the curriculum. Any further comments you would like to make about that—and then we will close the hearing—I would be pleased to receive. I have not felt so much of a worry about that, but maybe it is because I think the structured schools could use a little unstructuring in some of their curriculums—but comment back to me on that.

Dr. RILEY. As I said earlier, Senator Adams, in connection with the question Senator Kennedy raised, I come down I think very strongly on the side of these programs being voluntary. We talk about incentives. I suppose making it mandatory is the ultimate incentive. But——

Senator ADAMS. Suppose you are in a course in women's rights at Northeastern University, Brown, and there is a requirement in that course that you spend a certain number of hours working in either a clinic or elsewhere downtown. Does that offend you?

Dr. **Riley**. Not at all. That seems to me to be a very different issue than the——

Senator **Adams**. I just notice they are changing a lot of the course names now. I do not even recognize all of the names. It seems to me you can put a name on a course and connect it pretty well.

Dr. **Riley**. Yes. As I say, it seems to me the example you have given is a very different issue from approaching the matter of national and community service from a standpoint of public policy and saying every 18-year-old has to engage in voluntary service. That is one thing.

It is something completely different for the sociology faculty member or political science faculty member to insist and require that there be a field component of some sort that would supplement the classroom learning experience. That is altogether appropriate, and our faculty do that all the time; that enriches those courses enormously.

But it seems to me that that field component that would complement the course work is a very different kind of issue from establishing public policy to the effect that everyone within the society must engage at some point or another in some type of voluntary service. That seems to me to be a separate issue.

Senator **Adams**. Dr. Whalen, do you have a comment?

Dr. **Whalen**. Yes, I have to agree with Gresham. I think the kind of program that you were talking about, where a portion of the time is spent in doing some activity related to a political science course or to a women's issues course or whatever is, I think, quite appropriate.

There is a second type of activity, and that is the internship kind of activity that we have on college campuses, for which you get credit so that you go off and do an internship. For example, in our London center, students are able to take an internship for which they receive credit in international/multinational corporations in England or in Europe. That is part and parcel of the program.

I think when we talk about the bills here, to mandate voluntary service—if we can step away from education for a moment—it seems to me there is an underlying philosophy here that suggests that the character of the young people of this country would be strengthened and that we would be moving in a better and more healthy direction if we had this kind of service.

I would like to go back to what I said earlier. I believe that we ought to do it early; we ought to start early, in the very early grades, to talk about volunteerism, and then perhaps by the time people get to high school and to college, it would be ingrained, and we would not have to be talking about mandatory service.

Senator **Adams**. Thank you all very much. I have just kind of a background concern about that. I hope that we have a feeling of connection to the community, and that an educated society should be capable of protecting itself and so on, because a lot of people don't realize we still have a selective service that signs everybody up from 18 to 26. And I hope that if the call ever comes that they will not all think that this is very strange.

Thank you all very much. You have been very kind to sit through this long hearing, and we all apologize for Senators running in and out of the room. It is endemic to the place, and it is not at all meant to indicate a lack of courtesy to the witnesses. So thank you all very much.

The committee stands adjourned.

[Whereupon, at 1:05 p.m., the committee was adjourned.]

# NATIONAL COMMUNITY SERVICE ACT OF 1989

MONDAY, MARCH 20, 1989

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
*Dorchester, MA.*

The committee met, pursuant to notice, at 10:30 a.m., in the pavilion of the John F. Kennedy Library, Dorchester, Massachusetts, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senator Kennedy.

## OPENING STATEMENT OF SENATOR KENNEDY

The CHAIRMAN. The hearing will come to order.

We welcome, as our first panel here this morning, Congressman Richard Neal and Emily DelPino.

Congressman Neal, as mayor of Springfield, put in place a student community service learning program in Springfield public schools.

This program, which involves children from kindergarten through senior high school, is a model for Serve-America and for the Nation.

We are extremely proud to have you, Congressman Neal. You were good enough to be there when we first announced the legislation, and I personally, and all of us, have learned a great deal from your own deep and continuing involvement in this program.

We will hear from you, and then we will hear from Emily Del-Pino, who is a sixth grader at the New North Community School in Springfield.

She is one of the students who has become involved in community service as a result of Congressman Neal's commitment in this area.

Emily, we are very glad to have you.

I want to, at the outset, apologize to the kindergarteners of Springfield.

I was questioned the other day about what age that voluntary service could begin.

And I said, "Well, they are doing it with kindergarteners in Springfield."

"They've got children there that are folding napkins to be made available to some of the feeding programs for seniors."

I have been reminded today—from some of the teachers—that the kindergarteners do a good deal more than just fold napkins. And I was given a couple of the other things that they do.

So, I apologize to the kindergarteners there, and I won't make that mistake again.

We are all learning here—whether we are Senators or Congressmen—or just involved in the schools.

We welcome the chance to have you here, Congressman, and we all look forward to hearing from you.

Can we all hear all right back there?

Everybody can hear?

Thank you.

[The prepared statement of Senator Kennedy follows:]

OPENING STATEMENT
SENATOR EDWARD M. KENNEDY
HEARING ON NATIONAL AND COMMUNITY SERVICE LEGISLATION
MARCH 20, 1989

Today is the Senate Labor Committee's first field hearing on the subject of national and community service legislation. Any such proposal must rely heavily on our schools and our citizens. It is fitting, therefore, that we have come first to Massachusetts for these hearings. To a large extent, the history of education in America is the history of education in our commonwealth. American higher education was born a few miles from here, and public elementary and secondary education have their origins in Massachusetts as well. In other innovations -- such as vocational education and special education -- Massachusetts has also been a pioneer. And so it can be with community service. Some of the nation's best and most promising activities are underway nearby and I know they can be a model for the nation. It is also especially appropriate that we meet here in this place, in the Kennedy Library, because the heart of the issue before us is to find the most effective ways to revive the spirit of service invoked by President Kennedy.

More than a quarter century ago, he inspired the nation and the world when he called on Americans to ask what they could do for their country. Citizens responded by the millions, and today the Peace Corps, VISTA, the Older American Volunteer Programs, and numerous projects in communities across America bear witness to those words and their enduring appeal.

In recent years, however, the worth of national service has been obscured by other values of society. Too often, young people are not asked to serve. They are viewed as part of the problem, not part of the solution. And that easily becomes a self-fulfilling prophecy.

The focus of today's hearing is on young Americans. A few weeks ago, I proposed legislation to renew President Kennedy's challenge for our own day and generation. I call this proposal Serve-America. It is primarily a school-based program, which means that it will provide opportunities for young Americans through their schools and colleges to serve their country and their community as part of their educational experience.

Other service proposals have been introduced, some of which have a compulsory idea. I strongly believe, however, that we do not have to compel young Americans to serve their country. All we have to do is ask -- and provide the opportunity.

In recent weeks, I have met with young people from across the country who are serving their communities. Matthew Mutti, an eleven year old from Springfield, is a phone pal for an elderly nursing home resident. Michael Richards, a 22 year old high school drop-out and father of two, is getting his General

Education Diploma through the Conservation Corps program in Montgomery County. James Sakamoto received a student-funded scholarship at the University of Southern California for his outstanding work with Los Angeles high school students.

I am especially proud of the young citizens in Massachusetts who are giving their time and their caring to their communities. Several of these young leaders will testify here today; others have joined us in the audience to lend their support.

These students are serving in the front lines in the battle against homelessness and hunger, crime and drug abuse, illiteracy and pollution. They work in schools and hospitals, shelters and senior citizen centers, and other community agencies.

In many ways, Massachusetts is already a national model for national service. The Serve-America legislation I introduced is based in large part on the programs we will hear about today. I look forward to their testimony, and I know that President Kennedy would be proud of them too.

The CHAIRMAN. Congressman Neal you may proceed.

## STATEMENT OF HON. RICHARD E. NEAL, CONGRESSMAN, 2D DISTRICT, MASSACHUSETTS, ACCOMPANIED BY EMILY DelPINO, SIXTH GRADER AT THE NEW NORTH COMMUNITY SCHOOL, SPRINGFIEID, MA

Congressman NEAL. Thank you, Senator Kennedy.

I first would like to note that when I walked in here today, that once again I was overcome by a sense of inspiration and optimism, as I always am when I enter this library.

I also would note the irony of this occasion as I sit next to one of the splendid young people in Springfield's public schools. She is in the sixth grade.

I was in the sixth grade when the New Frontier began, and I was swept up by the idealism and optimism of that age. And I think that it's carried with me for the years that I've been in the public service of the greater Springfield area.

I would like to thank you, particularly, this morning for upholding that ideal.

I want to compliment you for holding the hearings that have already taken place, and to congratulate you for your leadership, Senator Kennedy, on the community service issue.

I'd like to just name the people that have arrived here this morning, Senator.

From Armory Street School we have Nancy Cavanaugh, a teacher——

The CHAIRMAN. Maybe they would be good enough to stand up, if they would.

As the Congressman introduces you we want to—we would be glad to recognize you.

Congressman NEAL. The Armory School: Nancy Cavanaugh, a teacher; from the Brookings School: Martha Wrisley serves as a teacher; from the Ells School: Where I went to school in the sixth grade—Walter Wingate, a teacher.

I think Walter was there then, as well, when I was—teaching.

From the Freedman School: Ruth Gallihue, a teacher; from the Glickman School: Jim McCarthy; from the New North School: Diane DeVivo-Panico; from the Warner School: Michelle Whitehouse;

And from the Washington School: Carolyn Suprenant.

The members of the Community Service Learning Board that helped assemble the curriculum as I proposed it:

Richard Garvey, who is the associate editor of the Springfield Union News; Dr. Roland Holstead, Director of Continuing Education at Springfield College; Jim Tillofson, who is the director of social studies in the Springfield School Department; and the architect of this program, Carol Kinsley, who is the supervisor of Community Service Learning in the Springfield schools.

Michele White——

The CHAIRMAN. Let me ask: Who is teaching in those schools today, in Springfield? [Laughter.]

We're glad to have all of them here.

Congressman **Neal**. Michele White, who is a resource teacher, and has done a superb job; and Howard Katzoff, who is a secondary resource teacher in the school system, as well.

[Applause.]

And now, if I might introduce a young lady who is in the sixth grade and I think is a superb example of what is taking place in the Community Service Learning Project in Springfield, Emily DelPino.

[Applause.]

Miss **DelPino**. Mr. Chairman, Congressman Neal and members of the Committee, I am very pleased to give you testimony about how important community service is for kids, and how important the Serve-America.

The Serve-America Act of 1989 is for our whole country.

My name is Emily DelPino, and I am a sixth grade student at the New North Community School in Springfield.

With my family I have always participated in many community projects.

For 4 years I participated in a Walk for Hunger and before that, I attended a Rock and Rally for South Africa.

I have helped cook and serve many meals at the Soup Kitchen in our city, and I have helped collect clothing for the poor, and give out household goods for people who have been in homeless shelters.

Other young people, as I, have done community service projects such as these, but we have done them because our parents have asked us to, or they have brought us with them when they participated in the projects.

Not all parents do that. I think that the children in our community should be able to get involved in the community. Through involvement we would all become better citizens.

I believe that once you get children involved in community service, through schools, they would begin to get their parents involved.

Children working with their parents, as teams, could really make a difference for the needy people in the community.

In all the Springfield public schools, a community service running program takes place as part of our education. Teachers make community service part of our regular classwork, so it does not take extra time from our study.

Today we have students and teachers from all the fifth/ sixth grade schools in Springfield. Each of our schools has at least one community service project that is connected to

This year all of the fifth/sixth grade students, through he Environmental Center of Springfield, will have helped create a new conservation area called Delta Hills.

Walking trails are being created, flowers and trees are being planted, and a sliding area is being developed.

Teachers and students have worked on projects for the elderly in hospitals and nursing homes, communication network with the inmates of the Hampden County House of Correction, and the police department.

A letterwriting project to our service men and women at the holidays.

City parks spring cleanup and beautification, and Save the Animals Study and Campaign.

At my school we are planning a neighborhood fair for June.

And our chorus will present a concert and deliver an activity packet to pediatric patients at Bay State Medical Center on March 21-31, excuse me.

The activity packets have been created by many different classes. I have brought one with me to share with you today.

The CHAIRMAN. Thank you very much. It's very nice. It's very good.

Miss DELPINO. Serve-America could have an enormous impact on our country.

In my opinion, my community needs more after school programs for children. Older kids could enjoy the programs themselves, or they could become helpers in the programs for younger children, seeing that they are good at creating games and activities.

We have a good shelter and soup kitchen in our community, but I think that we need better apartments for people, so that hey don't become homeless—and better jobs, so that they can afford food for their families.

These are things that adults could work on if they got interested in community needs through their children's school projects.

We hope Serve-America will encourage service and learning throughout the country.

We should try and understand our community better. And that means getting to know about all of these—all of its people and their needs—especially the children.

And one way to do that, is to get kids involved. We can do a lot of good today—and it will help us to do even more good tomorrow.

The legislation you are proposing would help us make that happen.

Thank you for giving me the opportunity to share this with you today.

[Applause.]

The CHAIRMAN. Thank you very much, Emily. Very fine.

Let me ask you, Emily: One of the questions that is always asked by members of our committee is: At what age can community service get started?

Some of the bills that have been introduced in the Senate have focused on young people, but only after they graduate from high school.

What is your own sense as to what age you can get students interested in community service?

What have you found out, from your own experience, in Springfield?

Miss DELPINO. Well, I feel that younger children who are in kindergarten or nursery school can get involved a lot in the community, along with the adults in their community, and some of the older children.

And also, children my age and that are older than I, can get involved on—by their—on their own.

So, I believe that almost any age is ready to get involved with Community Service Project.

The CHAIRMAN. Do you enjoy the community service, yourself?

Miss DelPino. Very much so. I—it helps me to think that my community has done a lot for me as I grew up, and as I am still growing up, from—in terms of my school projects.

And it helps me to think that I'm repaying my community for what they have done for me.

The Chairman. So, this is something that is difficult to measure in dollars and cents. Clearly you're helping some other people, and by what you are saying now, it has really helped you, too.

Miss DelPino. Yes.

The Chairman. You have valued that experience.

Miss DelPino. Yes.

The Chairman. Do you think that's been true among your friends, too, that have been involved in community service?

Miss DelPino. Yes, I do.

The Chairman. Do you think that now that you've done it and gained some satisfaction from it, that this kind of involvement will be something that you will continue as you go through school, and perhaps even after you get out of school?

Miss DelPino. Very much so.

The Chairman. Congressman one of the issues that has come up, or comes up, in the program which I have introduced is how the schools tie in their community service program into their educational experience. We'll be looking at all of the different community service programs, trying to draw from the strengths of all of them and, hopefully, develop not only a bipartisan program, but also one that will have the support of the administration. Is this something that you have noted in Springfield? That it is not only community service but it also has a relationship to the whole educational experience.

You might want to make some comments about that feature of it.

Congressman Neal. Just a quick response.

Ten years ago I was teaching civics and American government at the high school level. And the thought frequently occurs to me that one of the things we did in the 1960s—we compromised away and sacrificed social studies courses and civics courses and history courses.

The truth of the matter is: at one time that served as an introduction to citizenship. We don't do much of a job of that any longer.

I think by tying in community service learning, it allows our young people to be inculcated with a sense of individual worth.

At one school in Springfield I was moved by the fact that the youngest children in the school system were walking across the street to a pediatric unit at Bay State Medical Center simply to present the children there with cards and greetings during the holidays.

It's a pretty miserable existence, at some of those pediatric units, for some of those young children that are there. And the youngest children among us learned, I believe, in the last analysis, that, yes, indeed, we are responsible for our brothers' plight and sisters' plight.

The Chairman. One of the strong aspects of these programs is the voluntary aspect of it.

As I understand it, in Springfield, one would have to have a certain amount of hours in community service before graduation.

Congressman NEAL. Well, that—that's currently evolving and being developed.

I think that there is considerable debate even among the teachers and the faculty, who work directly with the program.

That was my position; that it ought to become a requirement. The school department, at the time, after careful deliberation and discussion, they decided that we ought to let that evolve—try it on a voluntary basis. And I have to say it's worked extraordinarily well on a voluntary basis so far.

I do—I am aware of the fact that in the Town of Munson in my district, that high school seniors are required, before graduation, to participate. But I think in the Springfield schools, so far, the voluntary evolution of the program has worked extraordinarily well.

The CHAIRMAN. It could be different mixes. What you might have is school areas that have some requirement to just be able to offer it, and then make it voluntary with regards to the students themselves.

Congressman NEAL. That's right.

The CHAIRMAN. I mean, we could see features where the school boards make those judgments, and make them independently, when they are going to make applications for company resources that might be available. So, there are probably different features.

But I've known, from talking that we obviously want to maintain the voluntary aspect of service. But also, I think we should create a climate and atmosphere in the programs that encourages students to become involved in the program.

Let me just ask you Emily, a final couple of questions about how you feel about working with the homeless. You have been working with the homeless people.

Have you found that it has been difficult for you to do? Or do you ever get depressed? Or do you find it inspiring? Do you enjoy it?

Miss DELPINO. Well, my mother is working for the council of churches, who works very closely with the homeless. And I've spent a lot of time over there with my mother and also with the homeless.

And there are some times when even just to see the homeless people, even driving down the street, it can be—it can sort of let you down about your city, and things in your city; but you never—I've never come to the point where I say I can't; there is—it's just so bad that I don't feel that I can help my community.

I feel that you just have to keep trying no matter how hard it is.

The CHAIRMAN. Yes. This is true about working with young hospital patients, too.

You have been working with them?

Miss DELPINO. Sometimes.

The CHAIRMAN. Yes. Good.

Well, we want to thank you very much. We want to tell you how much it helps to hear your story about what's happening out there in Springfield.

And these kinds of efforts which you have been involved in are being replicated in different parts of that community. And I think you deserve a lot of credit as well as all of your associates.

Your presence here today has been very helpful to us, because, as I say, people will read through what you have said, and I think it will be very helpful to them. Not only your testimony, but that of some of the others who will speak today. It will help to build the kind of support to show that people in the early grades can be very much involved in community service.

So, we want to thank you very much.

Miss **DelPino**. Thank you.

[Information supplied for the record follows:]

## Field Trip to Boston for the Congressional Field Hearing Kennedy Library and State House

March 20, 1989

### Field Trip Participants

| | |
|---|---|
| Armory School | Nancy Cavanaugh, Teacher<br>Angeliz Velez<br>Kevin Saunders<br>Estrella Martinez<br>Shauna Vandermyn |
| Brookings | Martha Wrisley, Teacher<br>Michael Lorenzano<br>Becky Deliefde<br>Kayo Mason<br>Marilyn Sanchez |
| Ells | Walter Wingate, Teacher<br>Jessica Kenney<br>Jimmy Stewart<br>Wanda Rodriguez<br>Alexander O'Neil |
| Freedman | Ruth Gallihue, Teacher<br>Antonia Gardner<br>Rose Colon<br>Christina Acevedo<br>Najmah Hathaway |
| Glickman | James McCarthy, Teacher<br>Natalie OJunga-Andrew<br>Sean Hassett<br>Emily Hagberg<br>Eric Nelson |
| New North | Diane Devivo-Panico, Teacher<br>Emily DelPino<br>Anita Santana<br>Nicholas David<br>Katy Bradley |
| Warner | Michelle Whitehouse, Teacher<br>Melena Banks<br>Nayiri Baljian<br>Sheldon Hanson<br>Kevin McMullan |
| Washington | Carolyn Suprenaut, Teacher<br>Jason Alston<br>Sean Connell<br>Mahasin Kennedy<br>Christopher Keller |

| | |
|---|---|
| Also: | Richard Garvey, Associate Editor,<br>Springfield Union<br>Member, Community Service Learning<br>Advisory Committee |
| | Dr. Roland Holstead<br>Director, Continuing Education,<br>Springfield College<br>Member, Community Service Learning<br>Advisory Committee |
| | James Tillotson<br>Director, Social Studies |
| | Carol W. Kinsley<br>Supervisor, CSL |
| | Michele White<br>CSL Elementary Resource Teacher |
| | Howard Katzoff<br>CSL Secondary Resource Teacher |

Community Service Learning
Kindergarten-Sixth Grade School Projects
Springfield Public Schools
Springfield, Massachusetts
Shared with Senator Edward M. Kennedy
March 20, 1989

*St. Patrick's Day paper flowers, created by kindergarten children during their art class for the Springfield mounted police horses to wear in the St. Patrick's Day Parade. The police and horses came to Brookings for the presentation of the flowers and to talk to the students. The project is part of an on-going recognition of the work of the police in the city.
Elias Brookings School, K- fifth and sixth grade
36 Hancock Street, Springfield, MA. 01105
Mrs. MaryAnn Herron, Principal

*Art work, based on illustrating relationships with the elderly, drawn by a kindergarten class. This type of work is shared with the elderly at Forest Park Manor as part of the school-wide project.
White Street School, K- fourth grades
300 White Street, Springfield, MA. 01108
John Fitzgerald, Principal

*Yarn spring tray favors for the Red Cross to give to local hospitals, made by students in a transitional class at Glickman School.
Alfred Glickman School, K - fifth and sixth grades
120 Ashland Street, Springfield, MA. 01119
Charles O'Leary, Principal

PHOTO BOARD PROJECTS:

*Letter to Senator Kennedy about service, written by a fifth grade student as part of language arts. Students also wrote poetry using service as the theme.
New North Community School, Fifth and sixth grades
200 Birnie Ave., Springfield, MA. 01107
Miss Mary Dryden, Principal

*Celebration of the "Helping Hands" citizenship project. Students studied citizenship, selected good citizens in the neighborhood, and honored them with a parade and ceremony.

Lincoln School, K- fourth grades
732 Chestnut Street, Springfield, MA. 01107
Mrs. Carolyn Price, Principal

*Conclusion of a letter from an elderly recipient, expressing her appreciation for the Valentine letters from students. Each student was thanked in the letter.
Hiram Dorman School, K - fourth grades
20 Lydia Street, Springfield, MA. 01109
Mrs. Ann Marie LaBel, Principal

*Elder residents of the neighborhood, joining students to participate in an intergenerational and Brotherhood project. Students also participate in an intergenerational chorus.
William N. DeBerry School, K - fourth grades
670 Union Street, Springfield, MA. 01109

*Gray House banner, representing the on-going project that takes place between the students at Armory School and the service recipients at the multi-service center.
Armory Street School, K- fifth and sixth grades
426 Armory Street, Springfield, MA. 01104
James Moriarty, Principal

*"Kids Helping Kids" project bookmark and Brotherhood Week banquet. The bookmark was distributed to students to create awareness of child abuse, and the banquet was prepared by parents and students, representing the multi-cultural diversity in the school.
Frederick Harris School, K- fourth grades
58 Hartford Terrace, Springfield, MA. 01118
Mrs. Claire Crean, Principal

*Hunger awareness project, including the use of graphs and charts to illustrate the food collected by the children for the soup kitchens and homeless. The students also learned a "hunger awareness" song written by the community service learning teacher.
Mary Lynch School, K- fourth grades
315 North Branch Parkway, Springfield, MA. 01119

# A Community Service

Wake Up, Get Up,
A community service means caring.
Wake Up, Get Up,
Our community is sharing.

Make the parks look pretty
We want a super clean city.
Read a book to a sick child,
Let's keep the elders mild.

There's so much to do
moms, Dads and kids, too. . .
For a healthy community to grow
Everyone's got to pitch in, though.

By
Meghan
Cavanaugh
New North Rd 5-C

Dear Senator Kennedy,

I want to make our community
a better place,
For every one in the human
race.
People are different in many
ways
People should help today, tomorrow
and on many other days.
I help our school,
I help our town,
I make people feel happy when
they are down.
Life is a gift,
So give it a lift.
If you help lots of people,
God will bless you too
and help you sleep the whole
night thru.

By Jessica Bousquet,
New North Community
School
Pod 5B

Dear Senator Kennedy,

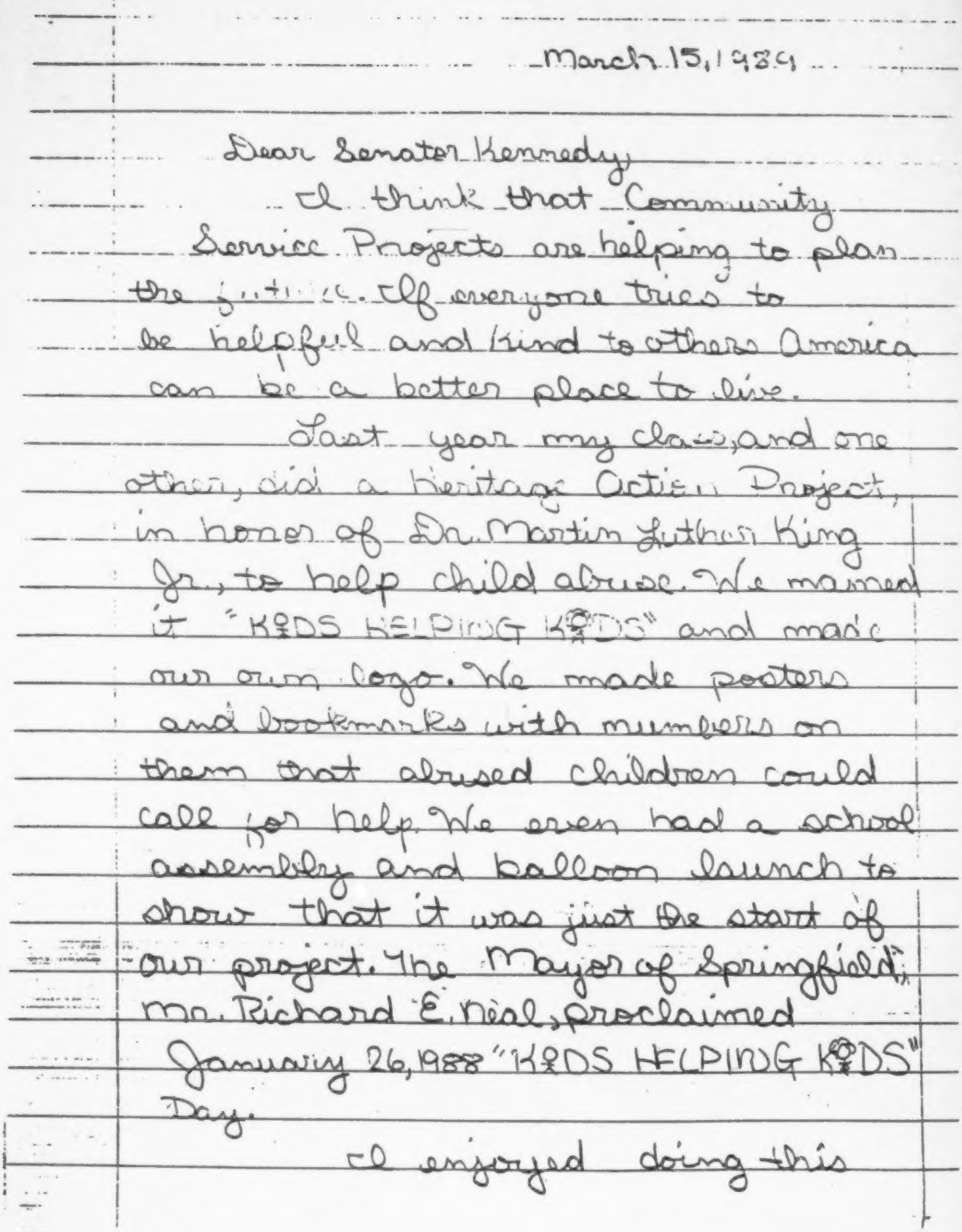
Hi, my name is Timmy Allen and I'm here to
say
I serve my community in many different ways
I helped a girl have a very happy Christmas
Even though she was in bed with a very
bad sickness
I helped Chris Yates pay for her hospital bills
By selling carnations and daffodils
I helped raise money for the homeless
They asked for Thanksgiving dinner and we
granted their wish
So I guess I'm right, as you can see
I really definitely help my community

From,
Timmy Allen
New North
Grade 5

My Feelings About Community Services

Hi! My name is Jennifer Comeau.
I go to New North Community School.
I think if we had more community
services we would become more
like a family. I mean if everyone
helped each other we would be
working together. There would be
alot less fights. And I would
like that! Lots of people aren't
nice to homeless people or people
who don't have any clothes. If
those people had homes and good
clothing they would have more
friends. They would be happy,
we would be happy, everyone
would be happy! And I think
that's important!

Jennifer Comeau
New North Community
School



March 15, 1989

Dear Senator Kennedy,

I think that Community Service Projects are helping to plan the future. If everyone tries to be helpful and kind to others America can be a better place to live.

Last year my class, and one other, did a Heritage Action Project, in honor of Dr. Martin Luther King Jr., to help child abuse. We named it "KIDS HELPING KIDS" and made our own logo. We made posters and bookmarks with numbers on them that abused children could call for help. We even had a school assembly and balloon launch to show that it was just the start of our project. The Mayor of Springfield, Mr. Richard E. Neal, proclaimed January 26, 1988 "KIDS HELPING KIDS" Day.

I enjoyed doing this

project and I think other kids would enjoy this project too. Hopefully, in the future, all schools will be doing projects like this to help the community.

Sincerely,
Lori Friedenberg
New North
Grade 5

The **Chairman**. You're a very good speaker.

Thank you.

[Applause.]

I was given this very nice plaque earlier, from some of the Springfield students.

So, as chairman of the committee, I'll permit myself this moment of interruption in our hearing just to show our audience here. [Laughter.]

Thank you.

[Applause.]

Our second panel is: Dr. Johnetta Cole, who is president of Spelman college, in Atlanta, Georgia, here on behalf of Campus Compact.

And then, from City Year in Boston, Massachusetts, we have Alan Khazei, Jose Gonzalez and Ira.

Alan Khazei is the president of City Year; Jose Gonzalez is a student at Suffolk University; Ira Jackson is Director of External Affairs in the Bank of Boston.

Where are we going to start here?

Alan Khazei is the cofounder and the president of City Year in Boston, the urban youth corps program.

He began to work in the program after graduating from Harvard Law School in 1987.

In a short time, City Year has become a national model.

## STATEMENT OF ALAN KHAZEI, PRESIDENT AND COFOUNDER OF CITY YEAR, AN URBAN YOUTH CORPS PROGRAM

Mr. **Khazei**. Thank you very much, Senator Kennedy.

I really appreciate this opportunity to testify here today, and the leadership that you and the committee are providing on such an important issue.

Along with Michael Brown, Neil Silverston, Jennifer Eplett, Kristin Atwood, Lonni Tanner and others—dedicated people—Lisa Ulrich I've worked with to start City Year—sort of a new model national service program. And I thought to tell you that City Year began this past summer with a 9-week pilot program. And that we are developing it now to become Boston's first full-time youth service program.

I've submitted written testimony which sort of details our thoughts.

I've collected over—more than 6 years study in the issue of national service.

I thought that today, it might be interesting to tell you how we got into this, and why a group of young people have come together to try to develop a model national service program.

The spirit of City Year is really best represented—and I think the spirit of national service—by an old native American saying, which goes something like this:

"I shall not criticize my brother or sister until I have walked a mile in his or her moccasins."

And, what national service, at its best, can do is get all of us walking in each other's moccasins. Getting young people walking in the moccasins of their peers from different backgrounds, walking in the moccasins of homeless people, walking in the moccasins of elderly people, of needy children; walking in the moccasins in neighborhoods that need to be revitalized.

And, at its best, when we have had that opportunity, hopefully, it can encourage us to come together as a community and work together to solve some of our deepest problems.

We started City Year really out of a sense—a fundamental sense of justice; a sense of optimism; a sense of hope that we can work together to build a better community.

But also a sense of outrage and frustration that, here we have the richest country in the world, with some of the greatest opportunity; but also some of the deepest poverty.

And, in struggling with this question, we asked: Why?

And what we found was that we think the people don't have enough exposure to the problems that we are confronting. Not enough opportunities for us to walk in each other's moccasins.

We also found that too many people have lost whatever sense that they, as one person, can make a difference; that there is anything that they can do to solve some of the deepest problems in our country;

And, third, that—that for some reason we have lost some of the ability to look to ourselves; and that we sort of rely on the infamous "they" to do something. "They" should do something about the homeless. Or "they" should do something about illiteracy. Or "they" should do something about dropout rates—whether "they" be the government, or corporate America, or big institutions.

Well, we think that national service can help bridge that gap in our society and get at some of the real cause of these problems, because national service can provide young people with opportunities to become active members in their community and full partners in its destiny.

With City Year's summer pilot we saw national service on a small scale and we saw it work.

We very much agree with you that young people need to be asked and not forced.

We saw more than 150 applicants respond to the challenge to join City Year. And that young people from all different backgrounds—rich, poor, middle class—White, Black, Asian, Hispanic—inner city and suburb—can not only work side by side, but can learn to love each other and work together.

We also saw that young people are capable of meeting very serious needs: That they can develop new special olympics programs; that they can comfort and learn from children who are mentally and physically handicapped; that they can build housing for homeless people; that they can renovate playgrounds in our urban areas.

And we also saw that the community will respond very positively to this idea. And that the private sector is willing and able to get involved, and bring the significant resources that they have, to try and develop new community service programs.

Those of us working to develop City Year believe that if we had a comprehensive national service system in the United States, that it really could change the face of the nation.

Just think: If you had 50,000 young people, or 100,000, or 500,000, working, taking a year of their lives to give something back . . .

confronting some of the most entrenched problems in our communities.

Now, during that year, they may not solve the problem of homelessness, or the problem of illiteracy, or the problem of poverty in that one year alone; but we have to believe that, as a generation, they would find the will and the resources and develop the commitment to come to grips with these problems.

I also agree with Congressman Neal that: one of the most critical needs in the modern, complex democracy that is the United States today—made up of such diverse people—is:

How do you develop a sense of citizenship?

How do you make citizenship real?

And, as I learned in law school, the work of your committee is really in the best traditions of the founding of America.

When the Constitution was being written, Thomas Jefferson was in France. And after seeing the Constitution, he expressed some real concern. And the concern was: that we had developed a system of government which relies—as does

And yet, there was no institution built into the constitutional framework to engage citizens—to give the average person a chance to really participate.

We think that national service can be that institution that Jefferson saw the need for.

At its best, we think that national service could lead us to a new politics. A politics whose touchstones are community concern and good will and active participation.

Perhaps after spending a year engaged in meeting the needs of our country, no longer will we come to the political process just as self-interested individuals and say, "Here is what I want."

No longer will we come to the political process as special interests and groups and demand: "Here is what we want."

But rather, after a year of working together—as citizens—on problems of homelessness and drugs and illiteracy, hopefully, we'll come to the political process as citizens, and say, "This is what the nation needs."

A good friend of mine once told me—who I respect and deeply admire—"You're idealistic now because you're young. If you stay idealistic, you'll stay young."

And I think national service, because of its boldness, creativity and vision—and because it will directly challenge each generation to participate in the moral progress of the nation, and help keep America young and committed to its truest ideals.

Thank you very much for the opportunity to testify today.

[Applause.]

The **Chairman**. Okay. Thank you.

[The prepared statement of Mr. Khazei follows:]

## Testimony of Alan Khazei, President, City Year

## Senate Committee on Labor and Human Resources

## March 20, 1989

My name is Alan Khazei. Along with Michael Brown, Jennifer Eplett and Neil Silverston, and numerous other dedicated people, I worked to start City Year, a new youth community service corps for greater Boston. I want to begin by thanking you, Senator Kennedy for the opportunity to testify on behalf of City Year today. You and the Senate Labor and Human Resources Committee are providing critical leadership to promote youth service in America.

City Year's mission is to serve as a model national service program that engages the energy and idealism of young people, the resources and expertise of the private and non-profit sectors, and the commitment and talents of individuals to improve the quality of life in our community. Launched as an entrepreneurial public service venture and funded entirely through private sector funding, City Year began with a nine week pilot program in the summer of 1988 and will open as Boston's first, full-time, year-round youth service corps in September 1989.

The idea behind City Year is captured in its name. We are trying to say to the young people of greater Boston, once you've finished your senior year in high school, you should consider spending a "City Year" making a difference right here in your own back yard. Our hope is that after a City Year spent building shelters for the homeless, assisting senior citizens, and working in neighborhoods that need to be revitalized, corps members will graduate their City Year -- much like young people who graduate from high school and college and become dedicated alumni -- as "community alumni" with a lifelong commitment to personally invest in their community.

The spirit behind City Year and other proposals for national service, is I believe best captured by an old Native American saying which goes something like: " I shall not criticize my brother or sister until I have walked a mile in their moccassins." National service, when carefully designed and implemented, can have young people walking in the moccassins of their peers from different backgrounds, walking in the moccassins of homeless people and severely physically and mentally handicapped children and adults, walking in the moccassins of children who live in neighborhoods in need of revitalization. At its best, what national service can do, is get the splendid diversity that is America, walking in each others' moccassins and thereby promote greater understanding, compassion, and love -- and a desire and commitment to come to grips with some of our most pressing national problems.

Those of us working on City Year, firmly believe that if we could engage our nation's youth in confronting some of our deepest national needs, the *next* generation would marshall the significant talents and resources of America to find real and lasting answers to hunger, illiteracy, lack of educational opportunity, environmental devastation and the like.

In developing City Year, we hope to demonstrate one example of the true promise and potential of youth service. What we learned through our summer pilot is that national service is a idea of almost unlimited promise and that it can work and work well. Our experience has led us to see a number of key points that should be at the heart of any comprehensive youth service system:

### 1. Inspire and Do Not Force Young People to Serve

National service is essentially about citizenship. In a democracy, people must choose whether or not they want to be active citizens. Young people are naturally idealistic and looking for ways to make a difference. We found that in an economic climate offering teenagers $6.00 an hour or more, City Year, a brand new program, attracted 150 applicants for 50 spots to earn $60 a week and a $1000 scholarship after nine weeks. City Year showed us that national service can be one way to lead the "me generation" towards becoming the "we generation."

### 2. Engage a Diverse Group of Participants

All young people have something to offer and something to gain while doing community service work. Many young people today face a crisis of value and purpose that transcends ethnic, racial and socio-economic boundaries. Inner-city school drop-out rates remain at desperately high levels. Chronic youth unemployment, teen pregnancy and a general feeling of disaffection combine to eliminate hope from the lives of many low-income youth. In more affluent homes, teen suicide ranks as the leading cause of non-accidental teenage death, while serious drug and alcohol abuse, plague *all* young people -- rich and poor alike. According to a 1987 UCLA survey, the highest priority of college freshman twenty years ago was to develop "a meaningful philosophy of life." Freshmen in the 1980s, the survey says, value money, power, and status.

Therefore, we feel that any national service program should involve as wide a range of diverse young people as possible. This summer, City Year united a microcosm of the greater Boston community -- middle, lower and higher income, inner city, suburban, White, Black, Asian and Hispanic, high school drop-out and Ivy Leaguer. They represented 35 schools and 25 Boston neighborhoods and surrounding towns including: Brighton, Newton, Dorchester, Sudbury, East Boston, Hyde Park, Jamaica Plain, Belmont, Roxbury, South Boston, Cambridge, Brookline and Lexington.

As I know Jose Gonzalez, who is also testifying today, and his fellow corps mates would agree, one of the best aspects of the summer program was the diversity within the program. They learned more from each other than from anything else they did. National service gives us a unique opportunity to bring together young people from all backgrounds to share in the common mission of improving their community for the benefit of all.

### 3. Perform a Variety of Both Human and Physical Services

Our communities face a variety of pressing needs, everything from homeless people in need of shelter to senior citizens in need of home health care. Here in Boston, a recent study for WBZ-TV by the Lincoln Filene Center for Citizenship and Public Affairs at Tufts University found that 129 non-profit organizations could improve their services by 83 percent and serve an additional 142,143 people if they could attract all of the volunteers they needed. As the gap widens between societal needs and governmental resources, creative means are needed to bring together *all* sectors of society, public and private, in a common effort to provide face-to-face human services and to undertake hands-on urban reclamation projects.

Our pilot program showed that young people are capable of meeting many of these needs. This past summer the corps members of City Year renovated housing for the homeless, sorted and salvaged 125 tons of surplus food, conducted a senior citizen day camp, worked one and one with severely physically and mentally challenged young people, developed a new Special Olympics program and more. In all, they contributed 13,000 hours of service and completed 30 projects while assisting 30 non-profit organizations and government agencies and serving 12 communities across greater Boston. Our experience showed that corps members enjoyed alternating between the emotionally demanding human services and the physically demanding reclamation and restoration projects.

### 4. Involve the Private Sector

Our experience leads us to believe that any comprehensive youth service initiative should actively engage and involve the private sector. City Year has been launched as an entrepreneurial public service venture, funded entirely by private support from corporations, foundations and individuals. The private sector in the greater Boston community has responded enthusiastically to City Year and the concept of youth community service. We have received substantial financial support from many businesses, including Bain & Company, Bank of Boston, the Equitable, General Cinema Corporation and New England Telephone.

The private sector provided more than just financial resources. For example, Bain & Company, a business consulting company not only sponsored a City Year team, it also placed a case team of consultants at work evaluating the summer pilot program. In our start-up year, City Year received more than $200,000 of in-kind support from 55 companies, including Apple Computers, Inc., B.R. Alexander & Co., Cohen Properties, Gunn Associates, PKMG Peat Marwick, Rossin, Greenburg, Seronick & Hill, Shea Brothers Printing, and Sherin & Lodgen. In addition, people in the private sector took a very personal and active interest in corps members. For example, employees of City Year's corporate team sponsors served as mentors for members of their corporation's City Year team and these corporations hosted their corps members at their corporate headquarters.

This direct private sector involvement added a unique dimension to our corps members' experience. The private sector has much to gain and to give by participating in and encouraging community service opportunities for youth. Private sector public service is sure to be a signature of the 1990's. Youth service is an excellent means for giving the private sector an opportunity to have a direct impact on young people and the community at large. Federal legislation should encourage and facilitate the involvement of the private sector in a comprehensive national service program and build a true private-public partnership for service.

### 5. Service Not Jobs Program

It is important to distinguish any new community service initiative from traditional jobs and job training programs. While participants in community service programs gain important new skills and enhance their future employment and educational opportunities, community service programs should emphasize service. The overriding goal should be to promote the personal development of participants and reinvigorate the citizenship ethic. This summer we saw that City Year provided young Boston area residents with the opportunity to experience their community in its fullest splendor and deepest despair, and empowered them with the idea that as individuals working together they *can* do something to make their community a better place to live.

### 6. Programmatic Structure For Youth Empowerment

We agree with the emphasis in Senator Kennedy's legislation on programs that involve their participants in their design and governing structure as well as their work. We feel that it is very important that community service programs encourage their participants to seek and realize their own great potential. We found this summer with City Year that the corps members responded enthusiastically to opportunities to participate in the direction and operation of the program. They helped plan projects, wrote their own rules, served on Advisory and Discipline committees and have played an integral role in our planning for our full year program. We also found that it is important for community service programs to include time for reflection and discussion through team meetings, journals and corps wide discussions.

### 7. Partnership with Organized Labor

Any national service system should engage the talents and contributions of organized labor. City Year has benefited greatly from the support of the Massachusetts AFL-CIO both in a special service day event we held together and in technical support in our lead project this summer. There are tremendous opportunities for organized labor to support youth service efforts by providing technical expertise and encouragement. City Year looks forward to continuing to build a strong partnership with organized labor.

### 8. Compensation: Stipends and Scholarships That Allow All to Serve

Our experience shows that (1) young people who participate in *full-time* community service work should be compensated for their efforts and (2) the compensation should be structured so that it is high enough so that young people from *all* backgrounds are able to participate but not so high such that the young people's activity would lose its service content and level of personal sacrifice. Our approach has been to offer a combination of a stipend to cover living costs and a public service award, at the end of the program, that can be taken in the form of a scholarship for educational opportunity or a cash re-adjustment allowance. We feel that this is a strong approach for maintaining the quality of giving and commitment necessary to give these efforts a special service character and significance. We also feel that young people should be encouraged and rewarded for their service efforts, not only through stipends and scholarships but through preference in academic admissions and job opportunities.

### 9. Build National Service From a Strong Community Base

We share the concern recognized by Senator Kennedy's legislation that community service programs gain strong community support at the local level. This support is critical to the long-run stability of the program as well as the quality of experience the participants receive. In developing City Year we have been fortunate to receive the support of so many individuals and organizations from all across our community. We have found that people respond enthusiastically to the idea of giving young people more opportunities to become directly engaged in the life of their community and are more than willing to do what they can to make this a reality. Indeed, City Year exists today only because of the efforts of numerous organizations and dedicated individuals, including many whose significant contributions are often unsung. Perhaps what City Year's experience best demonstrates is that there is a well spring of community concern and good will -- a spirit of public service -- that connects people to each other, and all of us to our community.

### 10. Narrate Citizenship as the Overriding Ideal

In developing City Year, we have placed a sense of citizenship at the heart of everything we do. We try to encourage corporate citizenship by asking corporations to sponsor teams and provide mentors, as well as use their technical expertise and resources to build the program. We ask our corps members to become active citizens by giving their time and energy to tackle some of our community's most pressing problems. City Year began entirely as a volunteer effort and we have received the active support of more than 200 volunteers in building and developing the program. Finally, we have received the support of the non-profit sector, acting as community based citizens, who have embraced our corps members, worked with them and provided them with meaningful opportunities to serve. Our experience leads us to conclude that any new national service system should place citizenship at the center of its effort and goals.

### 11. Build the Best Youth Service Network Through Experimentation

City Year has benefited greatly from the chance to work with and learn from the other numerous youth corps and community service programs from all around the country. New York's City Volunteer Corps, San Fransisco Conservation Corps, The East Bay Conservation Corps, The Los Angeles Conservation Corps, The Kansas City Youth Volunteer Corps, The Marin Conservation Corps and The Philadelphia Youth Service Corps have played a critical role in our development. In addition, here in Boston we have benefited greatly from the chance to work with the Massachusetts Youth Service Alliance, The JFK Library Corps, The Thomas Jefferson Forum, Hand-In-Hand and other organizations committed to youth community service. Our experience suggests that youth service can occur in a thousand different programs and models and that federal legislation should be designed to foster and encourage as much experimentation as possible.

### Role of Federal Government

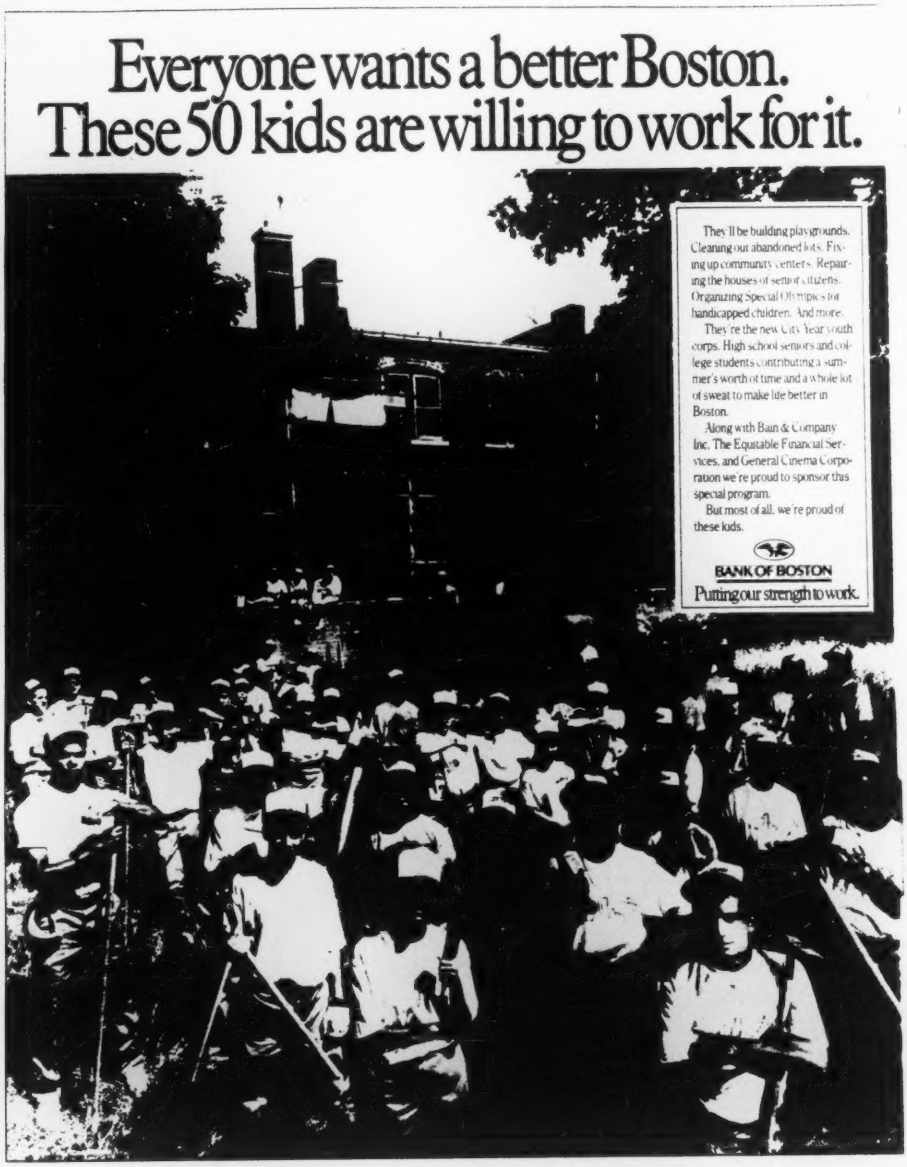
Youth service has been gaining ground at the grass roots level in a variety of forums -- high schools, colleges and year-round and summer youth corps. It has reached a critical mass point such that carefully designed and implemented involvement by the federal government is now. Such and effort could take a burgeoning grass roots effort and turn it into a nationwide movement. The federal role should be in the best traditions of our federal system, whereby the federal government works in partnership with the states and localities, as well as serving as a forum to bring together business, labor and the non-governmental sectors. Any effort to develop a comprehensive system of national service will by necessity take time, experimentation, deliberate planning and implementation.

Our experience suggests us to believe that a new quasi-governmental organization be developed that will be charged with the mission to develop a comprehensive system of national service capable of bringing together all sectors of American society. Perhaps this organization could be established along the Smithsonian Institution model and be a Trust of The American People. This new national service organization could serve as a strategic planning center, promote existing and new programs that work, study and evaluate programs, serve as a national clearinghouse for information and provide technical assistance and "venture capital" as well as matching funds for new and currently operating programs.

### National Service and American Democracy

What excites us most about the potential for national service is that the service experience can provide young people with opportunities to become active members of their community -- and full partners in its destiny. Perhaps more than any other idea on the American Agenda today it has the potential to dramatically transform this country for the better. At its best, national service can be the beginning of a new politics of participation and community concern with the national interest as its touchstone. Perhaps after each of us has had a chance to participate directly in promoting the moral progress of the nation through community service, no longer will we come to the political arena as individuals and say, *"Here is what I want."* No longer will we come to the political process as groups and special interests and say *"Here is what we want."* Rather, perhaps, after a period of service, we will come to the political process as citizens, and say *"This is what the nation needs."*

Thank you for the opportunity to share our thoughts and experience, and for your leadership on this issue of vital importance.



# Everyone wants a better Boston. These 50 kids are willing to work for it.

They'll be building playgrounds. Cleaning out abandoned lots. Fixing up community centers. Repairing the houses of senior citizens. Organizing Special Olympics for handicapped children. And more.

They're the new City Year youth corps. High school seniors and college students contributing a summer's worth of time and a whole lot of sweat to make life better in Boston.

Along with Bain & Company Inc. The Equitable Financial Services, and General Cinema Corporation we're proud to sponsor this special program.

But most of all, we're proud of these kids.

BANK OF BOSTON

Putting our strength to work.

The CHAIRMAN. We'll move ahead with our panel, but we will just for a moment, recognize the Mayor of Dublin, Mayor Briscoe, who has joined our hearing.

He was out in the celebrations here in Boston, yesterday, and received a very nice reception.

And he was touring the Kennedy Library, and we welcome the fact that he has joined with us here, this morning.

We know he has got a full program. But we'll hope he will have the opportunity to hear some of the very fine individuals who, in this particular case, have been working to make Boston a better place.

And we are very glad to have you here, Mayor.

We'll give him a nice round of applause.

[Applause.]

Mayor Briscoe. Thank you very much.

The CHAIRMAN. Thank you.

Perhaps you'd like to—whether it's Mr. Khazei or Jose Gonzalez—just recognize the other number of volunteers from City Year who are here.

Do you want to just mention—or introduce them? Or ask them all to stand so that we could welcome them?

Mr. KHAZEI. Sure. I'd be very pleased to do that. Thank you very much.

We have working with me—sort of my partners in all of this—Michael Brown, who is here in the audience—my college and law school roommate;

[Applause.]

Neil Silverston;

[Applause.]

Kristen Atwood;

[Applause.]

Frank Campagne;

[Applause.]

Arthur Lo.

[Applause.]

Daniel Halpern;

[Applause.]

Cathy Tong;

[Applause.]

These are all corps members from our summer program:

The CHAIRMAN. Okay.

Mr. KHAZEI. Jophi Namdler;

[Applause.]

Rocky Mello;

[Applause.]

And Loni Tanner is here somewhere, also.

[Applause.]

The CHAIRMAN. Very good. That's all of them.

Mr. KHAZEI. Thank you.

The CHAIRMAN. Thank you very much.

Jose Gonzalez, a resident of Roxbury, is a 1980 graduate of Boston Tech High School, and currently attends Suffolk University.

Jose was a corps member of City Year during its summer pilot program.

And we're glad to hear from you, Jose.

## STATEMENT OF JOSE GONZALEZ, CORPS MEMBER CITY YEAR SUMMER PILOT PROGRAM, ROXBURY, MA

Mr. GONZALEZ. First of all, I would like to thank you for giving me the opportunity to be here with you and the Senate Committee on Labor and Human Resources.

I would like to first start by saying that this has been a great experience for me with City Year.

And I thought that I was not going to be doing the program this summer, because I needed more money to cover for my college expenses.

After Kristen Atwood, who is here in the audience, contacted me and called me so many times to try to convince me to do City Year, I said, "Why not. Why not do this program?"

And I thank her so much, because I never thought that City Year would have been the best experience of my life, and one of the best summers that I have ever had—like she said.

I thank you, Kristen, so much, for allowing me—for giving me the—all that encouragement to do the program.

City Year was a very educational program for me.

After coming out of high school, I didn't even know what I wanted.

And I did four projects. And one of them was the Food Bank, which was located five minutes away from my house. And I never knew that this—this place—this agency existed there.

So, now I can go to the Food Bank on Saturdays and give my—my—volunteer for them.

After that, I—we did another project near my house, too. And it was a family home. And there I learned that sometimes homeless people are not homeless because they want to, but because sometimes they—they have certain—some circumstances that led them there.

I also went to Woburn. And there I went to the Woburn Council for Social Concern. And I worked in the Spanish community there. And I learned so many things about my own inherit—culture. And it was great to work with them and to learn the tools that I can provide for them so that they can help themselves.

The last project that I did was Dorchester House. And there I learned that—that I could be a leader to these 6 to 12-year-old kids. And that I—I could probably be an educator one day—and be a teacher, because I felt that I enjoy that so much.

But I also learned so many things about—from my corps members. I think that they taught me so many things from their own experience. And I was able to teach them things from my own.

Although we were all different, we had something in common; and that was that we were willing to teach, to learn, and—and to give to others.

It was wonderful to know that there were 50 other corps members out there with me, that were not only interested in money, but they—that they also wanted to give to the community, to give—to learn from the community, and see how they can also help.

And I also, in the projects, learned that there were other people out there who do give a hundred percent of them-selves to do community service.

And that encouraged me to go into one of these careers. It made—it gave me the opportunity to explore these—these possible careers that I can go to. And that I don't have to fear going to them, because I won't be alone there. That I will be with other people who like it as much as I would.

And, with my testimony, I present some of the comments from the—from the corps members and their parents, and our—because I think that they would help you so much. And there are very interesting comments there.

Again, I would like to thank you, Senator Kennedy, for allowing me to testify here.

Thank you so much.

The CHAIRMAN. Good. Thank you.

[Applause.]

[The prepared statement of Mr. Gonzalez follows:]

## Testimony of Jose Gonzalez, City Year Corps Member

## Senate Committee on Labor and Human Resources

## March 20, 1989

My name is Jose A. Gonzalez. I graduated from Boston Technical High School in June of 1988. I live in Jamaica Plain and am now attending Suffolk University and doing my work study from Suffolk University at City Year. I would like to take this opportunity to thank Senator Kennedy and the Senate Committee on Labor and Human Resources for this chance to talk about my City Year experience.

I was one of the corps members for City Year this past summer. Before being a corps member, I never pictured that City Year would be a part of my life today. I almost didn't do City Year this summer because I needed more money to cover my college expenses. The Director of Recruitment for City Year convinced me that this would one of the best summers I would have. She was correct. City Year indeed turned out to be the best summer that I have ever had and one of the best experiences of my life.

I believe that I learned more this summer than I could have learned in an entire year in school. I learned about the Boston Food Bank, where my team and I sorted 13 tons of food. I learned how this organization gets food to many non-profit organizations. I learned that unless they have volunteer help, the food they get will spoil. The Food Bank is just five minutes away from house, so that I can go back to volunteer on Saturdays. At Second Home in Dorchester, I helped rehab a building for sheltering the homeless. I learned that homeless people didn't choose to be homeless, but that certain unfortunate circumstances lead them there. I also learned about the need for more affordable housing in greater Boston. At the Woburn Council for Social Concern, my teammates and I went to the homes of low income people to ask them about what their needs are. Since many of these people were Hispanic, I learned many things about my own culture that I never learned in my Spanish classes in high school. Finally, at Dorchester House, where we ran a summer camp for neighborhood kids ages 6 to 12, I learned to work with kids. It made me think that I might want to be an educator one day.

It was great to work with fifty corps members who were from such different backrounds. We all learned from each other. We were able to teach each other new things and share some of our experiences, hoping it would benefit one another. Although we were all different, one thing we all had in common was that we were willing to learn, to teach, and to give to others. We came out of City Year with 50 new friends.

City Year made me much more prepared for college. I learned to have confidence in myself. I learned that even though I have a visual handicap I am able to do so many things that I thought I could not accomplish. The projects I did this summer also gave me the opportunity to explore possible careers. At these projects I saw people that were very dedicated to their work, ~~and the~~y encouraged me to go into one of these careers. I discovered how much I would like a career in human services. As an Hispanic, I know that I can help the people in my community by giving them the tools they need to help themselves.

I consider myself very lucky to have done City Year because it gave me an opportunity to learn new things that I would not have learned in any of my text books. I am now very knowledgeable about the problems that are out there, and how I can help out. It gave me a chance to deal with the problems in my community and to begin to understand those problems. It is very important to know that there are people out there that care. I was pleased to learn that there were other young people like myself who were interested in doing community service. It's great to know that there are people out there who are not interested only in making money, but willing to do something for their communities.

Now that I am doing my work study at City Year, I am learning how much hard work goes into setting up a program like City Year. I am doing everything I can to help out, and I am very optimistic that City Year will open its first full year program in September because I believe that there are young people out there who want the opportunity to help out their community.

I have attached some comments from my fellow corps members and their parents and a summary of the work we did this summer. I thought that this information might be helpful and interesting to you. Once agian, I would like to thank you for the opportunity to testify today.

## City Year Corps Members 1988

| | | | |
|---|---|---|---|
| Michelle Abshire | 18 | Boston | Brighton High School |
| Melanee Alexander | 17 | Brookline | Brookline High School |
| Matthew Axelrod | 17 | Chestnut Hill | Roxbury Latin High School |
| Sandra Barreiro | 18 | Allston | Mt. Saint Joseph Academy |
| Xenia Barrett | 17 | Cambridge | Cambridge Rindge & Latin |
| Spencer Blasdale | 21 | Mattapoisett | Princeton University |
| John Blatchley | 17 | Hudson | Lexington Christian Academy |
| Chan Cleveland | 20 | Dorchester | Not Currently Enrolled |
| Monica Daniel | 17 | Dorchester | Boston Technical High School |
| Kimberly Eberhardt | 21 | Boston | Boston University |
| Sarah Erickson | 17 | Lexington | Lexington High School |
| Elsa Escobar | 17 | Roxbury | Boston English High School |
| Katia Evariste | 20 | Dorchester | Boston English High School |
| Jose Gonzalez | 18 | Boston | Boston Technical High School |
| Daniel Halperin | 17 | Westwood | Westwood High School |
| Heather Hartshorn | 19 | Lexington | Colby College |
| Andrew Hax | 17 | West Newton | Noble & Greenough |
| Owen Henderson | 17 | Boston | Boston Latin High School |
| Caleb Jacobson-Sive | 17 | Boston | Phillips Academy |
| Charles Johnson | 20 | Hyde Park | Hyde Park High School |
| Sarah Kickham | 17 | Milton | Milton High School |
| Donna King | 18 | Dorchester | South Boston High School |
| Douglas Lewis | 18 | Brookline | Brookline High School |
| Arthur Lo | 19 | East Boston | St. Dominic Savio High School |
| Jack Lyons | 18 | South Boston | Horace Mann School |
| Karen Marchione | 17 | Brighton | Boston Latin High School |
| Raquel Melo | 18 | Hyde Park | Winsor School |
| Michelle Menken | 17 | Charlestown | Beaver Country Day School |
| Winda Moldanodo | 17 | Roslindale | Horace Mann High School |
| Chris Murphy | 19 | Belmont | Harvard University |
| Jyothi Nambiar | 17 | Sudbury | Lincoln-Sudbury High School |
| Gerry Nunez | 17 | Boston | Boston English High School |
| Veronica Nyhan | 17 | North Scituate | Noble & Greenough |
| Karin Olliver | 18 | Boston | Boston Latin High School |
| Regine Ostine | 17 | Dorchester | Cathedral High School |
| Heather Pisani | 18 | Brookline | Brookline High School |
| Alison Pritchard | 18 | West Roxbury | North Adams State College |
| Carlos Rodriguez | 18 | Roslindale | West Roxbury High School |
| David Satterthwaite | 17 | Boston | Phillips Academy |
| Rebecca Siegel | 17 | Boston | Boston Latin High School |
| David Smith | 21 | Brookline | Boston College |
| Kim Sparks | 17 | Cambridge | Cambridge Rindge & Latin |
| Nate Stoddard | 18 | Jamaica Plain | Brookline High School |
| Cathy Tong | 18 | Cambridge | Lincoln-Sudbury High School |
| Stacey Walsh | 18 | Wellesley | Dana Hall School |
| Leisa West | 20 | Cambridge | Morgan State College |
| Eliza Whitbeck | 18 | Newton | Newton North High School |
| James Willie | 21 | Concord | Oberlin College |
| Peter Wong | 17 | Burlington | Burlington High School |
| Regan Wong | 17 | Newton | Newton North High School |

## What The Summer 1988 Corps Members Are Saying About City Year

*"The first day at Thompson's Island, we all held hands and talked about the things we loved. I never felt such positive energy from a big group before. After that, nothing could have surprised me. You make certain assumptions about people, and we've gotten to work through those assumptions."*

Veronica Nyhan, 17
The Equitable Team

*"The most important lesson I've received from the City Year experience is that one cannot cop out, retire from society and hope that someone else will take care of all the dirty work."*

Andy Hax, 17
Bank of Boston Team

*"I was inspired by working with handicapped people. They retain their dignity. They may need extra support, but they can enjoy life."*

Caleb Jacobsen-Sive, 17
Bank of Boston Team

*"NOAH was a chance to work in my neighborhood in East Boston. I've gained self-confidence from this experience. I don't have to ask other people's opinion before doing something. I just do it."*

Arthur Lo, 18
General Cinema Team

*"There is truly strength in youth. We have the time to do things and the strength to do it."*

Owen Henderson, 17
The Equitable Team

*"City Year has been a great experience for me. I'm not just in the streets any more. I love everyone I'm working with. I feel wanted -- and I feel that I have a bigger family now."*

Chuck Johnson, 18
Bank of Boston Team

*"The Special Olympics summed up everything for me. It was wonderful, but sad because we had to say goodbye."*

Heather Hartshorn, 19
Bain & Company Team

*"When you 're working with a team, you're not overwhelmed by these huge projects. You see the results quickly."*

Karen Marchione, 17
The Citizens' Team

*I'm from Puerto Rico. Many in my family don't speak English. Some have been homeless. I have seen the problems, and I wanted to make a difference. Now I know where and how to help."*

Jose Gonzalez, 18
The Citizens' Team

*"I spent much of the summer sipping this wild and wonderful spirit. I left City Year tired, but mentally and spiritually uplifted. I equate City Year with love, healing, safety, confidence, peace, balance, resurrection, bonding, friendship, connections, and collectiveness."*

Cathy Tong, 18
The Equitable Team

## What Parents Are Saying About City Year*

*"Part of what made City Year great was the fact that the kids were so different. They not only learned from their work, they learned from each other."*

*"It was not only self-confidence which took a giant leap, but maturity. Our petty arguments ceased. She has stopped expecting perfect parents. And she has a new sense of self-worth that is wonderful to observe."*

*"He was always more of a loner --the program really put him in contact with lots of young people. He learned the give and take of teamwork."*

*"Each evening was a time of sharing and reviewing and some soul-searching. She struggled for understanding, questioned injustices, asked big questions. She grew. It also forced me to ask questions of myself."*

*"He had more to say about City Year than about all four years of high school."*

*"Education from books, schools. church or even home could not have given the corps more of an education than City Year did."*

*"It should be a rite of passage for all teenagers."*

*"This was very educational -- leadership and fellowship skills, learned about different people, learned about herself, learned about communication, interpersonal relationships, feelings of others."*

*"The corps members received something no amount of money would or could replace."*

*"City Year was the best thing to happen to our daughter at this stage of her life."*

*"This was the beginning of the confidence in himself, it gave him responsibility that he's never had and he enjoyed it...This was the most educational thing he's ever done, he learned a great deal and he's now even going to go to college."*

* Compiled from a Bain & Company survey to parents of the summer 1988 corps members.

## The Summer Pilot Service Projects

During the 1988 summer pilot, City Year corps members contributed more than 13,000 service hours and completed the following service projects:

- Organized and ran the first Special Olympics ever held for the children of city-run Camp Joy in West Roxbury

- Conducted a house-to-house needs assessment survey of low-income Hispanic families for the Woburn Council of Social Concern, Woburn

- Revitalized the Mt. Pleasant Street Tot Lot, Roxbury (Corps Wide)

- Renovated housing for the homeless for:

    - St. Paul's Church, AME
    - Elizabeth Stone House
    - Family House

- Sorted 125 tons of surplus food at the Boston Food Bank, Roxbury

- Painted a mural celebrating the diversity of Mission Hill at the Tobin Community School, Roxbury

- Conducted a senior citizen day camp at the Council of Elders, Roxbury

- Worked one-on-one with severely physically challenged young people at the Massachusetts Hospital School, Canton

- Served as creative camp counselors, Dorchester House Summer Camp, Dorchester

- Provided educational and recreational services for mentally handicapped adolescents in an Action for Boston Community Development (ABCD) sheltered workshop, Milton

- Restored Peters Park with the Boston Parks Department, the South End (Corps Wide)

- Conducted recreational activities for homeless children staying at the Milner Hotel for Associated Grantmakers, Boston

- Cleared more than 10 tons of debris from vacant lots and led field trips for local children for the Quincy Geneva Community Development Corporation, Roxbury

- Restored the entrance and reclaimed parkland at the Adams Historical Site for the National Park Service, Quincy

- Cleared and reclaimed park land on Thompson's Island

- Served meals to the homeless, cleared vacant lots and performed repairs at the Pine Street Inn, Boston

- Performed major home painting, cleaning, and repairs needed to allow senior citizens to remain living independent lives in their own homes for the Neighborhood of Affordable Housing (NOAH), East Boston

The CHAIRMAN. We'll continue with Ira Jackson.

We are going to come back to both of our individuals involved in the corps for some questions in a moment.

But we want to hear from Ira Jackson, who is Director of External Affairs at the Bank of Boston, a member of the City Year Board of Trustees, a former Commissioner of Revenue for the Commonwealth of Massachusetts.

It's good to have you here, Ira.

## STATEMENT OF IRA JACKSON, DIRECTOR OF EXTERNAL AFFAIRS BANK OF BOSTON, MEMBER OF CITY YEAR BOARD OF TRUSTEES

Mr. JACKSON. Good morning, Senator, Congressman, Mr. Lord Mayor.

I've submitted prepared testimony, Senator. And I thought I might just make a very brief statement this morning, that supplements what you already have.

First, given the enormity of the unresolved and intractable issues facing society—issues such as homelessness, poverty, child abuse, illiteracy—given the enormity of those challenges, and the scarcity of public resources available to combat those challenges, we need to enlist every available sector of our society and encourage active participation.

That means the private sector; that means the youth of America; that means big business helping young people to get involved.

And that has meant Bank of Boston backing City Year.

Neither of us—alone, or even together—will do enough to fill in where declining state tax revenues leave off; or where federal cutbacks have left the fabric of the safety net threadbare.

But we do have an obligation to do our best, and to do our part. And we believe that, even in a modest way, we can make a difference. And that City Year is making a difference.

Secondly, the kids we came to know, like Jose, were an inspiration to virtually everyone they came in contact with. And, at an age when young people are so often profiled as indulgent, or lacking in direction or motivation, these 50 young kids from Roxbury and Concord, from Boston Tech and Brookline High, worked from dawn to dusk for a meager stipend in tough settings, against their own high expectations, to help others in need all summer long—and it was a hot summer—from removing debris in abandoned Tot Lots, to working with handicapped kids their own age and teaching them to swim.

This Committee—and, certainly, your family, Senator—does not need testimony to reaffirm confidence in the youth of America. But perhaps others in our society need to be told and reminded of the power and potential of America's youth, of their enthusiasm and energy, or the fact that good work habits and a sense of responsibility developed early in life, are the very kinds of skills and attitudes that America's businesses will need in the work-force of the future to make America more competitive in the global marketplace of the 21st century.

As Emily's testimony revealed so eloquently, a concern for others, for the well-being of the community, of giving back, as well as of taking—habits of discipline that have started early in life, will last a lifetime.

President Kennedy once remarked that: "To combat poverty requires not only the 'fuel of finance', but the 'torch of idealism'."

That "torch" has been re-lit, I submit, and it has been passed along to the next generation.

Our task is to keep it fueled, to let it shine, and to champion those who carry it forth.

Finally, in City year, Senator, Congressman, I believe we have a model not only of idealism at work among young people, but of entrepreneurship and professionalism.

So often, it seems, government and human service providers are viewed as well-intended, but incompetent, well-motivated, but poorly managed.

Not so with City Year. Here is a program conceived by young graduates of law and business schools, who might otherwise have gone on to package sophisticated financial deals, or market new consumer products.

Instead, they have sacrificed their careers—at least for a while—and applied their savvy and talent and contacts to pursuing the notion of active, involved citizenship.

They have done so with flair, imagination, fiscal responsibility, and a bottom-line fervor for results that return to society, so to speak, not the traditional return on equity.

For that, I believe they should not only be congratulated, their efforts are to be emulated and replicated in cities across the land.

Thank you.

The CHAIRMAN. Thank you very much. That was very good.

[Applause.]

[The prepared statement of Mr. Jackson follows:]

## PREPARED STATEMENT OF IRA JACKSON

My name is Ira Jackson and I am Director of External Affairs for the Bank of Boston. At the Bank I am responsible for overseeing our involvement as a concerned corporate citizen in the community and for coordinating our commitment to providing responsible corporate leadership on public issues commensurate with our role as New England's preeminent banking institution.

I am happy to be here today to testify on behalf of youth service in general and City Year in particular. City Year is an urban youth corps which started in 1988, entirely funded by the private sector. Last summer five teams of ten kids each completed 30 service projects and contributed 13,000 service hours to the Greater Boston community, assisting 30 nonprofit organizations.

Bank of Boston was the first corporation to sponsor a City Year Team. Ten of our employees became mentors of our team members, meeting with them regularly and sometimes joining them on service projects. Our team members spent a day in the Bank, getting to know us a little, and were greeted by employees all day who recognized their distinctive T-shirts from the full-page ad we had sponsored celebrating the birth of City Year. Bank of Boston has maintained its close involvement with the young founders of City Year, contributing to operating support for this year and planning to sponsor a new team.

This is not the first time Bank of Boston has become involved with youth service programs. We were the first in Boston to adopt Senator Kennedy's vision of a Literacy Corps by sponsoring five area colleges to participate in the Washington Education Project's start-up grants to establish three-credit courses in which undergraduates work as tutors in community agencies.

Bank of Boston has also supported two local, innovative programs that fund young high school students social service projects. Both Teens as Community Resources and The Thomas Jefferson Forum believe in helping young people act on everyone's basic desire to be both productive and needed.

Why would a big bank have so much interest in youth service? First and foremost because this nation needs to reinstill the value of working together to produce a better community. Young people need help and encouragement to develop the habit early and keep it for a lifetime because the problems this society faces require the active participation of informed citizens. Business leaders are also individual community residents and parents. They see and understand the needs of the poor, the elderly, at-risk or alienated youth, and they know that youth service is a great untapped resource in meeting these problems.

As business leaders, moreover, the Bank feels it backs a winner with a cost efficient program that productively employs youth AND completes community service projects. Both youth and the community are served at a lesser cost but with infinitely greater rewards.

As business leaders we also worry about the workplace of the future. We know that our future workforce will be multicultural and will come from nontraditional sectors of the population. Programs like City Year teach us to work well together, to get past stereotypes, to consider those less fortunate. And it is not an incidental benefit to business that youth service corps members learn about punctuality, good work habits, leadership and other attributes that make for a productive employee.

It is so fitting that we are meeting here today at the John F. Kennedy Library, dedicated to inspiring young people to serve their communities. The Bank of Boston is a supporter of the work of the Library's Foundation and proud to join with its great mission. In fact, the Bank has always been generous philanthropically and involved institutionally in a variety of worthwhile and needed community-based programs. We believe that we have an obligation to do so, we feel privileged to be associated with so many courageous people who spend their time helping those people most in need. We are so often encouraged by the difference that an involvement through money and people can provide in combatting issues like hunger and drug abuse.

Of all our hundreds of worthwhile philanthropic commitments, I can't think of any which makes us feel more pride than City Year. This group has more potential to not only make a difference as a program but also has so much potential to inspire others to follow its lead. Here is a new idea based on ancient virtues--the idea of active citizenship, of service, of responsibilities as well as rights. Talented entrepreneurs with a conscience conceived the idea, without any public subsidy, and funded it exclusively by venture social capital from businesses. In its very first year all the dangers and predictable potholes were faced and averted--rather than elitist, City Year is democratic; rather than middle-class suburban, City Year is diverse and representative in every dimension; rather than being exclusively focused on conditioning either brain or braun, City Year has put both in balance. And they have made a profound difference in only a short time--a difference not only in the lives of 50 kids, but in the lives of the corporate mentors and community organizations where they have served.

City Year is surely a point of light, one whose glow ought to serve as a beacon to a nation searching for ways to strengthen its sense of purpose, community and citizenship--especially in ways that bridge the barriers that divide us geographically, economically, and in terms of race. However federal legislation is crafted to encourage and stimulate youth service and volunteerism, I would hope that the guidelines would not preclude the enormous creativity and entrepreneurial risk-taking and success demonstrated by City Year and that some of the unique elements of this locally-grown model--deep private sector involvement; multi-racial and culturally, demographically diverse teams; a combination of education and hands-on experience--might even serve as a foundation for others.

I invite you, through the work of your Committee, to find ways to encourage and motivate the private sector to become involved in youth service programs. No one sector working alone will be able to truly unleash the productivity, pride and potential available in the youth waiting to serve.

Thank you for this opportunity to testify.

The **Chairman**. Dr. Cole, before we go to you, there are just a few questions.

Mr. Khazei, you really started this program just from scratch. I'm sure that there are probably people out here, certainly, that will read about it, and will say, "How do you get it started if you just start it from scratch?"

What are the most important lessons that you have really learned from getting this going?

Mr. **Khazei**. Well, I think one thing is just that: the key is people. And reaching out to people.

And I think that you're absolutely right when you say we just need to ask; because that's all that we did. We had a small group of us who got together, we put together a proposal, and then we just started talking.

And, as one of my partners, Neil, was fond of saying, "You know, we're just eight handshakes away from support." "We're four handshakes away from support."

And, finally, after about six months, we—we had that last handshake.

But what we found is that we have been able to put together a real partnership that spans the Greater Boston community: Organized labor, private sector business, volunteers, young people.

And what has really sort of been at the heart of this is a sense of citizenship.

We have asked the corporate sector in Boston to participate as corporate citizens not only by funding the program, but by providing mentors for our volunteers.

We have asked the young people in Greater Boston to spend a serious amount of their time—working full-time to find out about their community, and to make a difference.

We put the program together primarily through volunteer support. By reaching out to average people who would come forward and say, "I'll set up a project to do a new Special Olympics."

"I'll set up a project at the Pine Street Inn."

"I'll help you with fund-raising."

"I'll help you with training," et cetera.

And, most importantly, we've reached out to the people who really are the leaders—which are the people in the non-profit sector.

We went to them and we said, "What can we do to help you? What can we do to help you meet your mission?

"We can provide a team of ten energetic, enthusiastic, idealistic young people, but you have to guide us."

And they were more than willing to do that.

So, I think it's really that City Year really exists because there really is a spirit of public service out there.

And if we just sort of ask—and reach out, people will respond. And that, I think, is the most exciting thing, and the—and the biggest lesson that all of us have learned.

The **Chairman**. How important was it to have the people that you were involving, to be a part of a design of the program. Is that important?

Mr. **Khazei**. I saw that as part of your legislation. I think it's essential.

What we did from the beginning is: we have—we have tried to be entrepreneurial—and that also means to be flexible—and to bring in new ideas and try to incorporate as many different people as we can.

And, what we found this summer—we tried to pass that on to the corps members. We started—right in our training program—by saying to them: "This is your program. The first thing we're going to do is write the rules for the summer."

We didn't write the rules; the corps members did.

We found this summer that the corps members were capable of designing their own projects, of serving on an advisory committee, on a discipline committee—of governing themselves.

And, in fact, a lot of—our 3-year program, the ideas for it has come out of our summer program, and the pilot—from the corps members and from others involved.

So, I think that's really a—it's an essential part of other legislation.

And I also think that the thing that we learned is: that it's important to experiment.

There is sort of a grass-roots movement bubbling up, now, and it's exciting that the Federal Government is getting involved to, hopefully, help put it together, help plan the strategy, help figure out how we get from here to a real comprehensive system of school-based programs, college-based programs, programs for kids from 5 to 25.

I think this is very important.

The CHAIRMAN. Let me ask Mr. Gonzalez. How did you hear about City Year?

Mr. GONZALEZ. Well, thanks to my friend, Monica Daniels who was also in the program—she gave me the [inaudible].

She said, "This is a good thing for you to do, because I know that you always like to help people. And I see you—how you helped me get into Tufts University. And this will be a good opportunity for you."

And I say, "Oh, well, why not. Let me try this."

And I did. I submitted my application to Kristen, and I'm here today.

The CHAIRMAN. Do you think many of your friends would like to involve themselves in this kind of program, too, if they knew about it?

Mr. GONZALEZ. I think that if—they think that it's very unique. And many of them would love to do this program. I've been talking to three or four people already, from high school, who would like to take a year off from school and do something like City Year.

The CHAIRMAN. Finally, can you give us a range of the different kinds of programs, Mr. Khazei, that you've found that have had the greatest acceptability, and had the greatest response?

Mr. KHAZEI. Well, there are—there are a number of programs going on all over the country, and it's really exciting.

Right here in Massachusetts we have benefited greatly from working with the JFK Library Corps, sponsored by this institution——

The CHAIRMAN. Right. Sure.

Mr. KHAZEI [continuing]. For kids participating after school; we have the Thomas Jefferson Forum, which is a highschool based program; there are over 50 youth corps now going around the country—in San Francisco, in New York, in Atlanta, in Los Angeles, in Philadelphia.

There is a real diversity happening out there. And I think that is the essential thing: is that, there shouldn't be one program; there shouldn't be—we don't have enough knowledge yet. We're all learning things. We learned a lot just from a 9-week pilot; we learned a tremendous amount from studying what is out there.

And I think that what the Federal Government can do, uniquely, is bring that information together, help disseminate what is working, help spread the knowledge base, help fund new programs, and keep ones that are working going, and sort of play that role of the strategic center, to help us really build what can be an institution that can really change the country.

The CHAIRMAN. Good. Okay.

Well, that's a pretty good introduction to our next panelist, Dr. Cole, who is the president of Spelman College in Atlanta—a 170-year-old liberal arts college for black women.

She is testifying on behalf of Campus Compact, a coalition of colleges and universities that promote citizenship, and is serviced by college students.

You have made a long trip to join us here today and we are very grateful to you for being willing to come here and tell us about the program.

## STATEMENT OF DR. JOHNNETTA B. COLE, PRESIDENT OF SPELMAN COLLEGE, ATLANTA, GA; MEMBER OF THE EXECUTIVE COMMITTEE—CAMPUS COMPACT

Dr. COLE. Thank you very much, Senator Kennedy, and Representative Neal.

Good morning.

I am particularly pleased to be in this setting when the youth of our Nation describe ways in which they now serve America, and pledge their energies and their intelligence to continue to serve.

Permit me, Senator Kennedy, to switch gears only slightly, to speak from the perspective of colleges and universities in our country;

And permit me, also, to try to focus my comments even more by speaking from the perspective of historically black colleges and universities.

At Spelman College, a historically black institution for women, we are committed to quality education, but we are equally committed to meaningful service in the interest of our communities, and of our nation, and of our world.

Spelman, of course, is only a part of a much larger African/American community, which has its own tradition of community service projects through our churches, and our schools, our clubs, our sororities, and our fraternities.

This tradition of service in African/American communities continues; but it seems to us that many of the problems in our society today can not be addressed in traditional ways.

As one means of addressing our nation's problem, we in Campus Compact—and, certainly, we in the historically black college-and-university community—would welcome carefully crafted legislation to support national and community service.

However, Senator Kennedy, we are concerned that any proposal not lessen the number of opportunities for African/Americans—and for all Americans—to attend and to graduate from college.

College education makes a fundamental difference in the ability of young—and not so young—African/Americans to successfully compete in the job market.

We have already witnessed in our nation a devastating decline in the percentage of African/Americans attending college.

Between 1974 and 1984 the percentage of white high school graduates attending college increased to 56 percent. The percentage of black high school graduates attending college dropped to 37 percent.

Now, these figures, as frightening as they are, in terms of the decrease for African/Americans—these figures are not surprising if one considers that the decline in the number of African/American college students over the last 12 years corresponded with an almost doubling of tuition costs, and a decline in federally sponsored financial aid.

Today, 85 percent of all African/American college students require some form of financial aid. And, of course, the decline in federally funded student aid has led to increased reliance on loans and part-time employment.

And, therefore, the burden of repaying such loans has a disproportionate impact on students from low-income families and, of course, from African/American students in such families.

At Spelman College, at other historically black colleges and universities, certainly at the colleges that are a part of Campus Compact, our students want to serve their community and their country; but these students can do so only within the context of meeting the rigorous academic demands of their courses and their own financial needs.

We feel that our students could do even more—in terns of community service—if Federal work/study options were expanded to include, for example, tutoring, housing rehabilitation, assisting the young and the elderly—the kinds of programs that have been described this morning by some of the panelists.

We think that many of the students at our colleges and universities throughout our nation, would be willing to take not-so-well-paying community organization jobs, if their loan repayments were to be forgiven by some small percentage for every year of service.

In summary, Senator Kennedy, we at historically black colleges and universities and at the colleges as members of Campus Compact, look forward to a national program that would tap into a longstanding American, as well as African/American tradition of service to others.

We applaud moves to increase civic responsibility among our youth, and to address problems in American society through national and community service.

However, national and community service must not rest on a system of "haves" and "have nots," so that the poor do service among the poor; and the rich do what they please.

And, most importantly, Senator, we feel that a national service must never be used as a device to eliminate student financial aid.

May I please conclude, Senator Kennedy, by thanking you, and by saying that we, at Campus Compact, and we, in the historically black college community, wish to associate ourselves with the life and the words of President Kennedy—and with these particular words of Dr. Martin Luther King, Jr.:

> Like every man, every woman must decide whether she will walk in the light of creative altruism or the darkness of destructive selfishness.
>
> This is the judgment. Life's most persistent and urgent question is: What are you doing for others?

Thank you very much.

[Applause.]

The CHAIRMAN. Thank you very much, Dr. Cole.

Dr. Cole, do you give any academic credit for any of the community programs at Spelman College? We have 13 million Americans in colleges all over the nation and a number of them do provide academic credit for service, through a great many of them do not. Some of the very fine colleges, such as Brown University provide it, University of Pennsylvania provides it, Vermont provides it, Boston College provides it, as do Stone Hill College, Bunker Hill Community College, Endicott, I know I'm going to get in trouble not naming them all around Massachusetts, but we do have a number of them that are involved in community service that do provide credti.

So, it's always interesting.

There will be nothing in the legislation, obviously, that is going to require that they offer credit in order to participate, but I'm always interested to find academicians that talk about relating community service into an academic setting with supervision, administration and then tying it back into the areas where young people study. This has been completely defensible from an academic point of view.

With great eloquence, Ernie Boyer, who was once Secretary of Education, and Chairman of the Carnegie Commission on Higher Education makes a very compelling case in that area.

But I'd just be interested if you would touch on that briefly.

Dr. COLE. I would love to.

The CHAIRMAN. I think it's not unrelated to what we'll be talking about later.

Dr. COLE. At this moment, at the college where I have the pleasure of serving as the president, we do not offer academic credit for community service.

But I am on record, Senator, for suggesting that we might move in the direction of two very important changes: That we might consider requiring for graduation: a number of hours of community service; and that we might indeed offer academic credit for such involvement.

In an academic institution what we care about and value we give credit for. If we care about assisting American college students—not only to engage in a kind of civic responsibility, but indeed, to become themselves—warmer, more compassionate, more understanding human beings—then I think we might well say that this is worth credit, as indeed, it is worth credit to understand societies in the past and to imagine societies in the future.

The Chairman. Very good. Okay.

Well, that's a very good and helpful and positive contribution to the general discussion.

Is there anything, finally, that any member of the panel wants to add?

[No response.]

You have been very helpful to us. And I'm very grateful to you for both your testimony and for what you are doing.

I thank you very much.

Dr. Cole. Well, thank you.

[The prepared statement of Dr. Cole follows:]

PUBLIC SERVICE

TESTIMONY OF

DR. JOHNNETTA B. COLE

PRESIDENT

SPELMAN COLLEGE

COMMITTEE ON LABOR AND HUMAN RESOURCES

U. S. SENATE

MARCH 20, 1989

Senator Kennedy,

Thank you for the honor of participating in today's discussions on public service.

I represent today two bodies of higher education institutions, Campus Compact and the Historically Black Colleges and Universities. Before turning to the main body of my text, offered from the perspective of historically Black colleges and universities, I wish to present some basic information on Campus Compact, the Project for Public and Community Service.

Campus Compact is in its fourth year. Our coalition has grown to include nearly 150 presidents who have made community service an important priority for their institution.

High on our agenda this year is our new Partners in Learning project, a three-year effort geared to help member institutions establish and strengthen programs that recruit, train and support college students to serve as mentors for at-risk youth. Minnesota Governor Rudy Perpich is leading the project; the Compact staff offers technical assistance, information and resources.

Another of our major efforts is the development of state-based compacts. Work is already underway in California, Pennsylvania, and Michigan to organize campuses on a state-wide level. In this way, we can work with an even greater number of institutions.

President's Don Kennedy and David Warren are co-chairing a project to explore the connection between students' public service activity and their classroom experience, with special attention to the role faculty might play in bridging what is too often a gap between these two. We have a two-year plan to increase public awareness about the community service work of students at our member institutions.

I now turn to comments from the perspective of the second constituency that I represent today, Historically Black Colleges and Universities, and in particular, Spelman College.

Spelman, the oldest and largest college for African American women, has a proud tradition of service to its local community, our nation and the world. Spelman is a college with a clear mandate to educate Black women leaders; and we hold that at its core, leadership is service to others. We are committed to quality education and meaningful service in the interest of a better world.

Spelman is, of course, part of a larger African American community which has its own tradition of community service projects through our churches, schools, sororities and fraternities. This tradition of service continues, but the crises in our society today cannot be addressed in traditional ways. Resolving these problems will require our best team effort. Government must do its part to help meet the needs of the homeless, our children, the elderly and the poor. The private sector must be urged to fulfill its social responsibility. Philanthropic organizations must be encouraged to give even more in the interest of a healthier nation. And individuals must do their part in terms of contributing funds and in terms of community service.

It is important to remember that African Americans as a group have fewer material resources to give than many other Americans. The wealth gap between African Americans and the larger community is well over $600 billion. In 1985, one-fifth of African American college graduates -- compared to only one-sixth of their white peers--came from families with annual incomes of less than $10,000.

At historically Black colleges and universities (just as among Campus Compact schools), we would welcome carefully crafted legislation to support national and community service. However, we are concerned that even the most well meaning attempts may lessen the number of opportunities for African Americans to graduate from college. College education makes a fundamental difference in the ability of young African Americans to successfully compete in the job market. More than 22% (one in every five) of our high school graduates was unemployed in 1987, while the percentage of unemployed African-American college graduates was 11.4% (more than one in nine). Therefore, we are concerned about proposals that would require our young people to postpone college.

We have already witnessed a devastating decline in the percentage of African Americans attending college. Twelve years ago, Black American and White American high school graduates were almost equally likely to attend college (50% vs. 51% respectively). By 1986, while the percentage of White high school graduates attending college had increased to 56%, the percentage of Black high school graduates attending college had dropped to 37%. These figures are not surprising if one considers that the decline in the number of African American college students over the last twelve years corresponded with an almost doubling of tuition costs and a decline in federally sponsored financial aid. Between 1980 and 1983 there was an almost 18% drop in student aid from federally supported programs, and although aid began to be restored after 1983, between 1980 and 1988 federally supported student aid programs declined 4.1 percent.

We note that the volunteer armed services created after the Vietnam war had resulted in what some pundits have termed "The Economic Draft." African Americans are over 25% of the U. S. Army, and are disproportionately represented in the enlisted ranks of the other military branches. Unless public service became mandatory for everyone, any national service corps would also be disproportionately composed of those with the fewest options for furthering their education and skills training. Unless the vouchers given were increased annually to keep up with the consumer price index and tuition increases, those most dependent upon such assistance would be able to afford only the least expensive educational or housing options.

Today, eighty-five per cent of all African American college students require some form of financial aid.

The decline in federally funded student aid has led to increased reliance on loans and part-time employment. The burden of repaying such loans has a disproportionate impact on students from low-income families and the African American community.

At Spelman, and other historically Black colleges and universities, our students want to serve their community and their country but can do so only within the context of meeting the rigorous academic demands of their courses and their own financial needs. They could do more if the federal work-study options were expanded to include, for example, tutoring, housing rehabilitation, and assisting the young and the elderly. Many of our students would be willing to take low paying jobs with community organizations if their loan repayments were to be forgiven by some percentage for every year of service.

In summary, from the perspective of historically Black colleges and universities, we respectfully ask that your committee consider these two points in its deliberations on national and community service:

1) We look forward to a national program that would tap into a long standing African American tradition of service to others through our churches, schools, and community service organizations.
2) We applaud the move to increase civic responsibility among our youth and address problems in American society through national and community service. However, national and community service must not

> rest on a system of haves and have nots, so that the poor do service among the poor and the rich do what they please. And a national service must not be used as a device to eliminate student financial aid.

Again, Senator Kennedy, thank you for the honor of appearing before you today. We in Campus Compact and the Historically Black Colleges and Universities stand in association with the position of President John F. Kennedy on public service.

We wish to be associated with these words of Dr. Martin Luther King, Jr.:

> Like every man, every woman must decide
> whether she will walk in the light
> of creative altruism or the
> darkness of destructive selfishness.
> This is the judgement. Life's
> most persistent and urgent question is,
> What are you doing for others?

The **Chairman**. Let me say the way that we're going to proceed.

We have one more panel. And then, hopefully, we'll be able to complete that panel in a reasonable period of time.

Then, if there are individuals who want to make a brief comment since we haven't been able to have all the people testify that we would like to, we'll take the remaining time, up to 12:30, to hear from them.

And, at this time, I'll ask Shirley, who will be over here with a pad, to put your name on a list and we'll do the best we can to hear from anyone who would like to make a brief comment.

The length of the comment will depend on the number of people, and the time that we'll have available.

So, Shirley, if you'll come over here, we'll try to get another desk, with a yellow pad, so that if there are people who want to be able to make a brief comment later, we'll welcome them.

The final panel will include Paul Francisco, who is a student at Cathedral High School, accompanied by Thomas Jefferson Coolidge, who is the president of the Thomas Jefferson Forum.

We'll ask them to please come forward.

From the John F. Kennedy Library Corps, we have: Charles Parekh, and Marion Manning, and Margaret Leipsitz.

We'll ask if they would come forward.

We'll probably need a few more chairs, I guess, as well.

We'll bring up—Nick, if you want to bring some chairs up, and then we'll have have the second group just sit behind there. And then as we move forward, we'll ask them to exchange chairs.

If they would be good enough to step up if they are all here. Okay.

We'll hear from Paul Francisco first.

## STATEMENT OF PAUL FRANCISCO, STUDENT, CATHEDRAL HIGH SCHOOL, MEMBER OF THE THOMAS JEFFERSON FORUM, BOSTON, MA, ACCOMPANIED BY THOMAS JEFFERSON COOLIDGE, JR., FOUNDER AND PRESIDENT OF THE THOMAS JEFFERSON FORUM, BOSTON, MA

Mr. **Francisco**. Thank you.

First of all, I would like to thank you, Senator Kennedy, for giving us the—giving me the opportunity to testify today, and to tell you a little bit about our experiences as community service volunteers.

Good morning. My name is Paul Francisco.

I'm a member of the Jefferson Forum.

I'm originally from Honduras, Central America.

I was born in a city named Tela and then I moved to [inaudible] where I spent most of my life.

In 1986, I came to America looking for the opportunity to get into a good school so that I could fulfill my educational goals.

I am currently a senior at Cathedral High School in Boston, where I play football, basketball, baseball, and I'm a member of the Thomas Jefferson Forum and other activities.

The athletics are getting for me the opportunity to go to college on a scholarship. And the Jefferson Forum has given me the opportunity to give something of myself to others. Both are very important to me.

I initially got involved with the Jefferson Forum when Raymond Dor and my friend, Dennis Tandy talked to me about it, and how it would benefit my community and myself.

In the beginning, I wasn't sure that the Forum was the right club to join. But as I became involved, my opinion changed.

Now I think that joining was one of the best decisions I have made since coming to America.

My first project as a member of the Forum was to renovate a park, so that the elderly residents of St. Helena's House in Boston could have someplace to relax outside and enjoy activities.

While we are still in the process of completing the project, we have gotten a great deal of satisfaction from making it possible for these people to rest and enjoy the sunshine on benches in a quiet area that I helped build.

The visit by Senator John Kerry to the site last summer, made it even more satisfying, because we all then fully realized how important it is to help other people in ways that they can help themselves.

Also, the attention given by Senator Kerry's visit helped lift the spirits both of the residents of St. Helena's and of those of us who were working on the project.

Currently, I'm a volunteer at the Salvation Army Boys Club in the south end of Boston, where I tutor kids of different origins, and help coordinate activities. I'm also involved in the Big Brother/Big Sister Association that the Boys Club sponsors.

This gives me the chance to work one on one with my little brother. We go out to different places such as: the aquarium, the movie theater, the bowling alley and different Boston museums.

This experience differs from the others—from all the volunteer work—because in this situation, I deal directly with a human being, instead of merely preparing something for others.

Through working with the Forum I have gotten a sense of personal fulfillment and the satisfaction of knowing that I'm doing something constructive not only for myself, but also for my community.

While I have gotten a good deal of recognition and reward both in and out of school, for my work, most important is to know what community service has helped do for my character.

As I do community service, I realize that there is more to life than just caring for myself. There are people out there whose life I'm affecting positively, with just a modest amount of time and energy. And, by doing this, I feel that I have given something back to the community which has taken me in and sheltered me.

Community service work has been a very important part of my experience here, thus far.

I hope what I have gained here I can take home with me to Honduras; however, Honduras is currently unable to do what the United States can now do. And that is: it can make the experience a reward of helping others through community service possible, through governmental encouragement and supporting the schools.

And, finally, I urge younger people to get involved in helping their community, so that we can start making this world into the world we want it to be.

And I urge the government to give us the means to do so.

Thank you very much.

The **Chairman**. Very good. Very good.

[Applause.]

That's excellent, Paul.

I'd like to, if I could, ask Jeff Coolidge—do you want to just trade places—just to give us a little overview about that Program and how it is set up in this state.

I think that's very interesting.

I have the good opportunity and good fortune to serve on the board of this program.

And I think it's a real tribute to Jefferson Coolidge.

But tell us just a little bit about how this program was set up if you would.

Mr. **Coolidge**. Mr. Chairman, I appreciate the chance to testify before you and also to appear here with Paul Francisco, who is symbolic of students we have in 23 high schools in the Greater Boston area, Worcester and the Merrimack Valley.

And this program is really set up in the schools. Each program belongs to the school, and we support it. We work with coordinators who, in turn, set up these programs, basically providing guidance to students who serve one afternoon a week—2 to 3 hours—in areas of critical need—primarily in nursing homes, tutoring special needs, shelters, hospitals, Big Brother/Big Sister relationships.

And we see this—thanks to the initiative and leadership shown by this bill—the students that have stepped forward so far, indicate that there are a lot more out there who are ready to help out in this area.

Mr. Chairman, I'd also like to say that I'm here not only with the Thomas Jefferson Forum, but as a member of the Massachusetts Youth Service Alliance, which is an association of 14 agencies like ourselves, working to provide voluntary opportunities for young people.

We have provided service opportunities to over 11,000 students, who have given over 100,000 hours. And this is just an example of the potential that can be plumbed by this legislation that you have—that you are sponsoring here today.

If I could take time, we do have some—I'm from Marblehead——

The **Chairman**. Right.

Mr. **Coolidge**. And from Marblehead, we have two of our coordinators, Gail Roberts and Anita Balliro.

The **Chairman**. Will they stand up.

Mr. **Coolidge**. If you would like for them to stand up.

[Ms. Roberts and Ms. Balliro stand.]

The **Chairman**. Fine.

[Applause.]

Mr. **Coolidge**. And our principal from Marblehead, Henry Lucas. I saw him earlier here this morning.

The **Chairman**. Fine.

[Applause.]

Mr. **Coolidge**. And Ray Dor, coordinator from Cathedral High School, where Paul is attending school.

The **Chairman**. Fine.

[Applause.]

Mr. **Coolidge**. And Ed Blakely, from Cathedral High School

The **Chairman**. Okay.

[Applause.]

Mr. **Coolidge**. I referred to Massachusetts Youth Service Alliance—you've already heard from City Year—you will hear from the John F. Kennedy Library.

We have other members here: Father Richard Gross, from the Community Service Network of New England.

If Father Richard could stand up.

[Applause.]

The **Chairman**. Very good.

Mr. **Coolidge**. And Joe Madison, from Hand In Hand.

The **Chairman**. Fine.

[Applause.]

Mr. **Coolidge**. I may have left some others out. It's growing faster than I can keep track of them.

The **Chairman**. Very, very good.

Mr. **Coolidge**. I want to thank you again, very much, Mr. Chairman, for the chance to appear here.

The **Chairman**. Well, thank you very much.

I think as members of the Congress and senators and others read this whole record, they will get a range of the different kinds of activities and be exploring those in greater detail as well. And I think that's part of the importance of getting as much diversity as we have here this morning.

[The prepared statement of Mr. Coolidge follows:]

**Thomas Jefferson Forum, Inc.**

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T. J. Coolidge, Jr., President
Lawrence S. DiCara, Director
Arthur M. Dubow, Director
Ricardo A. Millett, Director
Cathleen Douglas Stone, Director

# STATEMENT OF JEFF COOLIDGE, PRESIDENT
# THOMAS JEFFERSON FORUM
# IN SUPPORT OF SERVICE TO AMERICA ACT OF 1989

Submitted to the Senate Committee
on Labor and Human Resources
at Hearings at the John F. Kennedy Library
March 20, 1989

Mr Chairman:

I am delighted at the opportunity to submit this statement in support of the Service to America Act of 1989. My Name is Jeff Coolidge and I am a resident of Marblehead Massachusetts. As for my concern and interest in this bill I am the Volunteer President of the Thomas Jefferson Forum, Inc. and a member of the Massachusetts Youth Service Alliance (MYSA). The Thomas Jefferson Forum is a not for profit Corporation currently supporting community service programs in 23 High Schools in the Greater Boston, Merrimack Valley, and Worcester areas. MYSA is an Alliance of 14 youth service agencies, which, like the Thomas Jefferson Forum, assists young people to participate in important community service. Altogether MYSA agencies represent programs providing volunteer opportunites for over 11,000 young people serving more than 100,000 hours.

Mr Chairman, The Service to America Act of 1989 represents a tremendously important leadership initiative for the many grass roots organizations offering service activities to youth which are growing rapidly throughout the United States. This bill will provide a very imaginative and comparatively low cost means for galvanizing and supporting all these efforts and eliciting voluntary citizen support to provide a network whereby millions of young people can serve their community and country.

All of us engaged in encouraging youth volunteers share the belief that not only do young people provide invaluable services to human service agencies and the populations they serve, but the young people themselves gain self esteem, a sense of responsibility and connectedness with the adult world that enriches their academic experiences and releases their potential for becoming good citizens. Furthermore, we have found that youth are ready to serve and what they need is a sign of leadership and commitment from adults such as your bill represents. I sincerely hope that the Senate and House will vote this bill into reality. If we can enroll millions of young people in critical areas of community and national service we can truly have one country working on all its problems with all its resources.

Signed,

Jeff Coolidge
March 20, 1989

A:®0018TJC

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FACT SHEET
April 1989

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What is Thomas Jefferson Forum?

Promoting high school-based community service, the Forum is a private, not-for-profit organization, which was establish in April 1986. The Forum's primary purpose is to encourage young adults to serve their community in areas of the greatest human need.

What does the Thomas Jefferson Forum do?

The Forum assists faculty coordinators at member high schools with developing programs designed to recruit, place and administer student volunteers at human service agencies. The program helps students become more aware of their own potential, and it also fosters their role as a member of the community, while the schools, communities and those in need also benefit.

What high schools are currently members of the Forum?

There are presently 22 high schools with Forum programs in the Greater Boston, Merrimack Valley and Worcester regions of Massachusetts. More than 700 students have worked in health care, elderly services, day care and tutoring during this school year. Participating schools are listed below.

Andover High School
Boston English High School
Burncoat High School
Jeremiah E. Burke High School
Brighton High School
Brookline High School
Cathedral High School
Chelmsford High School
Dorchester High School
Georgetown High School
Lawrence High School
Marblehead High School
Masconomet High School
Needham High School
Quincy High School
Quincy Vocational-Technical High School
N. Quincy High School
Randolph High School
Somerville High School
Swampscott High School
Worcester North High School
Worcester South High School

The **Chairman**. I want to thank you again, Paul, for your comments. And when we've finished with the little opening comments from all, we'll come back to some questions for each of the panelists.

So, we'll have—I see Charles Parekh there.

Charles, we want to welcome you very much, here. We look forward to your testimony.

Do you want to tell us a little bit about what you're up to here?

And we'll just bring that mike down there in front of you.

You're a student at McCormick Middle School in Dorchester. And I understand that you've been teaching computers.

It sounds like a very ambitious program and we would like to hear a little bit about what you're up to, if you would, please.

## STATEMENT OF CHARLES PAREKH, 11 YEARS OF AGE, STUDENT AT McCORMICK MIDDLE SCHOOL, DORCHESTER, MA, MEMBER OF JOHN F. KENNEDY LIBRARY CORPS

Master **Parekh**. Well, in the Computer Club, we just teach the senior citizens how—how to use computers—and not just using—how to compute. They like to spend some time.

And I've got this speech here, I want to say, too.

The **Chairman**. He's got a speech there. He's throwing it.

Let the record show he is throwing his speech away and going right off the carpet. [Laughter.]

Well, I'll tell you what: Why don't you run through that little talk. And then, what we'd like to do is come back and ask you a few questions.

How would that be?

Would that be okay with you?

Master **Parekh**. Fine.

The **Chairman**. Because the people would be very interested in hearing, you know, how you got into this, and what you're doing.

You want to tell us again how old you are?

Master **Parekh**. I'm 11 years old.

The **Chairman**. All right. Okay.

Master **Parekh**. Hi; my name is Charlie Parekh and I'm 11 years old.

I'm in the sixth grade at the John W. McCormick School.

I joined the JFK Library Corps this past summer when my sister Ami let me tag along with her on a project. The JFK Library Corps is a volunteer service program for kids 11 to 19. Kids in the Corps do the projects because they want to; no one gets school credit or a paycheck for their time.

This is our motto: One person can make a difference and every person should try.

The **Chairman**. Very good.

Master **Parekh**. The first project I did was with a team of members spending every Thursday at the Esplanade. We cleared flower beds and planted shrubs at three sites.

Paul Evans, of the Massachusetts Horticultural Society, was the brains and we provided the muscle.

When we were finished, it was nice and beautiful, and that made me feel happy. In addition to work, we had fun.

The next Corps project I got involved with was the Computer Club. We meet every Tuesday after school.

In the Computer Club we teach the senior citizens how to use computers. My partner is Miss Manning.

Besides learning how to use computers, the seniors come because they want to spend some time with their partners.

Why I like to go is because I have met new friends who need my help.

In this program I have learned such things as: how to get along with people, and how to teach someone. I like to teach someone because I can give what I know to someone who appreciates it.

Thank you.

The CHAIRMAN. Very good.

[Applause.]

The CHAIRMAN. All right.

You've got some guests here, too. You've got Marion, who's here and also Margaret, I understand, too.

Marion, is there something you would like to add?

## STATEMENT OF MARION MANNING, MEMBER OF JOHN F. KENNEDY LIBRARY CORPS

Ms. MANNING. Yes. My name is Marion Manning.

I thank you very much, Senator, for having me here.

I've participated in a program sponsored by the JFK Library Corps, for the past two years.

Young people, like Charlie, here, have volunteered their time to teach us how to use the computer.

The Corps provides me with the first opportunity in my life to use the computer. And I'm very much interested, and I enjoy every session I go to.

What has impressed me the most with the kids is their willingness to help, and their patience and commitment to their projects.

As a senior citizen, I am sometimes intimidated by teens. My experience with the Corps has helped to break some of the stereotypes I have about youth.

I wish there were more opportunities for young people to participate in services. We need to find new ways of helping young people to feel part of our community.

Everyone is so busy nowadays. Parents can't provide the supervision they once did. Parents are looking for a safe, productive activity for their child—for their children.

Senior citizens like myself, are looking for free activities. Programs like the JFK Library Corps helps meet the needs for us all.

I urge you to support funding to assist the programs like the JFK Library Corps. It seems like a wise investment in our future.

I want to thank you, Senator Kennedy, for listening to us.

I also have—I need to really thank not only Margaret and Sam—because without them I don't think we could really do anything—and also the JFK Library Foundation; we really need to thank you.

And also, I'd like to really thank Mr. Martin, the principal of the McCormick School, for having us seniors in there every afternoon. It's really a pleasure.

He needs——

The **Chairman**. Stand right up, Mr. Principal and get a little round of applause.

[Applause.]

Ms. **Manning**. I'd also like to have the members of the JFK Corps stand and let people see where you are.

The **Chairman**. Let's have them stand right up.

Here, here.

[Applause.]

The **Chairman**. Very good. Very, very good.

Ms. **Manning**. Thank you very much.

The **Chairman**. Margaret Leipsitz, would you like to just say a word here, too, as part of the program?

## STATEMENT OF MARGARET LEIPSITZ, MEMBER OF THE JOHN F. KENNEDY LIBRARY FOUNDATION

Ms. **Leipsitz**. I think Charlie and Mrs. Manning really say it all.

The JFK Library Corps started in January of 1985, with the simple idea that young people could improve the world around them.

And all we've done at the Kennedy Library Foundation is provided the resources and the supervision to take young people's ideas and turn them into community service projects.

It's very simple—all it takes is old-fashioned kind of commitment.

And I'd also like to take this time to thank all the members—the 120 members of JFK Library Corps—who really are making a difference—without getting paychecks, without getting school credit. And, again, I'd like to applaud them for their work.

[Information supplied for the record follows:]

JFK LIBRARY CORPS
JFK LIBRARY CORPS
JFK LIBRARY CORPS

"One person can make a difference and every person should try."

# JFK Library Corps

. . . A volunteer program working with a new generation to meet the challenge of public service.

**"The JFK Library Corps helps young people develop a commitment to public service that will continue throughout their lives."**
**—Michael Dukakis, Governor**

**"The spirit of the Corps members helps keep the residents of our nursing home young."**
**—Mary Keane, Martin Nursing Home**

**"Being part of the JFK Library Corps is a lot of fun."**
**—Billy Soto, McCormack Middle School**

The JFK Library Corps was founded in January 1985 on a Kennedy ideal: Young people can and should contribute to improving the world around them. Volunteers in the Corps decide for themselves what kind of projects are worthwhile, and how they should be done. Then they get to work.

Over 150 young people from ages 11 to 18 have volunteered. They have come from South Boston High School, Boston Latin School, John W. McCormack Middle School, and Cardinal Cushing School.

Parents, teachers, school administrators, government officials, business and community leaders, as well as Library staff, lend guidance and resources.

Through their projects, Corps members learn about public service and the role of government in their daily lives. And they see how public policy is made and changed.

In the end, they develop interests in their community, exercise real-life leadership, and make a difference in the lives of people in their city.

**"The Corps is a model of how a private foundation can supplement the education of young people with real-life experience in their community."**
**—Anita Jamieson, Assistant Headmaster, South Boston High School**

**"An exciting form of involvement for America's urban youth."**
**—Jane Pauley, NBC Today Show**

**"Through the Corps I've made friends with kids from all over the city."**
**—John O'Neil, Boston Latin School**

**"This program responds to families' needs for structured after-school activities."**
**—Joyce Mitchell, Parent**

**"The JFK Library Corps inspires young people to be leaders, and their experiences will have payoffs in everything they do."**
**—Joseph Lombard, Salomon Brothers**

Volunteering after school and on weekends Corps members provide over one hundred thousand dollars worth of services to the community each year. They work with City Hall, the Department of Public Works, Teens As Community Resources, Boston Urban Gardeners, Very Special Arts Massachusetts, Living is for the Elderly (LIFE), Harvard Law School, Martin and Marian Manor Nursing Homes, Boston Family Shelter, Boston Food Bank, Women Inc., and the Boston Police Department, among others.

**"The JFK Library Corps illustrates how teenagers can be part of the solution to today's problems."**
**—Carol Goldberg, President and Chief Operating Officer, Stop & Shop Companies**

Some members choose to teach computer skills or assist in recreational programs for nursing home residents. Still others get public speaking experience by leading tours of the Kennedy Library for senior citizens groups.

Volunteers concerned with hunger and homelessness serve meals in shelters and help organize the city-wide canned food drive.

Participants work at art festivals and run recreational programs for special needs teens.

Groups of twenty devote an entire weekend to a special project—the most recent being the renovation of a drug rehabilitation center.

Another team works on developing dialogue between police and teens.

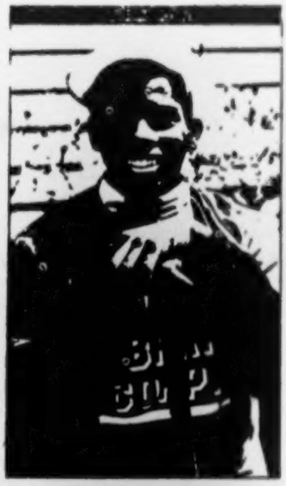
High school members assist at free political forums for the public at the Kennedy Library.

Some make a commitment to better their schools and neighborhoods by organizing clean-up and improvement projects.

They don't just work in their own neighborhoods—kids from South Boston, Roxbury, Mattapan, West Roxbury, Hyde Park, Roslindale, East Boston and the South End work together all over the city. The only requirement for membership is a willingness to make a commitment.

**"The Corps has pushed me to do something about the things I care about."**
**—Iris Diaz, South Boston High School**

**"The work of the JFK Library Corps brings to the Library's community the ideals of President Kennedy and is an inspiration to those of us on the Foundation Board."**
**—John Cullinane, Chairman of the Board, John F. Kennedy Library Foundation**



Opened in October 1979, the John F. Kennedy Library in Boston welcomes hundreds of thousands of visitors annually. One of eight Presidential Libraries in the U.S., it houses records and exhibits of President Kennedy's long career in public life. It also contains the papers of Senator Robert Kennedy, who shared his brother's commitment to public service.

**"This program brings to life what my father meant when he said: 'One person can make a difference and every person should try.'"**
**—Caroline Kennedy, President, John F. Kennedy Library Foundation**

The Kennedy Library Foundation was created by the Kennedy family, friends and supporters. A non-profit organization, the Foundation provides assistance to the Library by supplementing its federal support.

The JFK Library Corps is a special Foundation program. Based on the Kennedy ideal that one person can make a difference and every person should try, the Corps provides the resources, supervision and encouragement for young people to meet this challenge. Its goal is to keep alive the spirit of idealism and leadership inspired by John and Robert Kennedy.

For further information, contact the JFK Library Corps

John F. Kennedy Library Foundation
Columbia Point
Boston, Massachusetts 02125

Photography: Steven Button, Carol Ferguson, Richard Howard, Bob Jango, Mark Ostow, Judith Dorsey Sedwick

The CHAIRMAN. Here, here.

[Applause.]

Very good.

The CHAIRMAN. Omayra Merraro, we're glad to have you here, and we look forward to hearing from you.

## STATEMENT OF OMAYRA MERRARO, A JUNIOR AT WELLESLEY HIGH SCHOOL, PARTICIPANT IN YOUTH OUTREACH WEEKENDS

Ms. MERRARO. My name is Omayra Merraro. I'm 16 years old and I'm a junior at Wellesley High School.

I've done YOW—YOW, which is Youth Outreach Weekend—twice this academic year.

During my first weekend, I served food at the Kingston House, and visited Project Hope in Shattuck Shelter——

The CHAIRMAN. Could we—could we just wait?

I want to just give a word about you.

As I understand, you're a junior at Wellesley High school, and have been a participant in Youth Outreach Weekends program.

And, Todd Fry, who is here as the director of the Youth outreach Program. We'll hear from Todd afterwards.

So, I apologize for interrupting you.

Tell us a little about this Youth Outreach Program.

Ms. MERRARO. Okay.

Well, during my first weekend, I served food at the Kingston House, and visited Project Hope, and Shattuck Shelter in Jamaica Plain.

I remember dancing with Michelle and Dionne, who lived at Shattuck Shelter, and I remember how difficult it was for me in the beginning just to—just to even go there—because of my prejudices that I had before towards the homeless.

On my second weekend I went to the Family Home Project, and I went to Shattuck Shelter once again. And, again, I met with my friends Michelle and Dionne, and I talked to them once again. And it was nice just be able to go there and have some one to talk to, and know that they enjoy talking to you, also.

I learned about YOW from my history teacher in—back to Wellesley High School. I remember just sitting down and my teacher just said, "Well, there's this program out called 'YOW.' Well, you just go for a weekend and you can help the homeless."

And after class, I went up to her and I said, "Can I have the application?"

And she said, "Yeah. Sure."

So I filled it out and I mailed it in. And, shortly afterwards, Mr. Fry sent me a letter telling me that I'd been accepted.

I wanted to do YOW because I wanted to give the homeless a feeling of belonging. Just—I wanted to be someone to make—who's willing to make a difference.

I—during my experience, I learned that the homeless are just like you and me. But, most importantly, I learned that the homeless—that homelessness is not just their problem, but it's our problem. And that it's not going to be solved unless we all work at it together.

[Applause.]

The **Chairman**. Very good. Okay.

Thank you very much.

I might ask Todd Fry if he would tell us a little bit about the program as well.

Todd, would you?

## STATEMENT OF TODD FRY, PROGRAM COORDINATOR OF YOUTH OUTREACH WEEKENDS

Mr. **Fry**. What we're doing with the Youth Outreach Week-ends Program is really, I think, just a smaller, kind of compressed version of what you heard about with City Year earlier on.

And that is: The program allows students from any high school—and they come from as far away as Connecticut and Maine, as well as all around the Boston area—to spend one weekend in a kind of intensive work retreat.

Over the course of the weekend, all the students work in three different agencies around Boston in small groups. And we wrap up the weekend with a party at the Shattuck Shelter, that Omyra talked about, that involves a lot of socializing and dancing, and a lot of fun.

And the program is able to be offered without cost to kids, from anywhere, because of the support of a variety of different foundations.

And, the intention is: to not only get kids out, and doing practical work, but to also give them a kind of a deeper experience of service, so that over the course of the weekend there are no—we ask kids not to make phone calls home, we ask them not to bring Walkmen, we do everything together as a group. And we provide a speaker and some discussion and reflection times, so that the students are not only challenged by the physical work, but also supported in questioning, based on the experiences that they are having.

So, we try to give not only a practical experience, and a look around at a bunch of different kinds of agencies that work with homeless people in Boston, but also a supportive atmosphere where kids can begin to question after their own values, and their own course through life.

So, you—I think what it is, is City Year in a sort of a scaled-down, one-weekend version.

The **Chairman**. Very good. Very good.

Thank you very much.

[Applause.]

[The prepared statement of Mr. Fry with an appendix follows:]

## Testimony for the Senate Labor Committee on March 20, 1989

**Todd Fry, Program Coordinator of Youth Outreach Weekends**

The Youth Outreach Weekends program is in its second year in Boston. Born of a similar project in New York City, the program brings high school students from any school together for a single weekend of intensive volunteer work and education about homelessness. Over each Weekend, each of the twenty five students and five adults involved work at three different agencies in Boston, hear a speaker, and have three periods of reflective discussion about the issues they are encountering in the work. (The schedule of a typical weekend in included in Appendix A.) I would like to share several lessons I have learned from running the program for two years. To illustrate these points, I have included comments written by students at the end of their Weekend experiences.

The weekend group approach to community service is unique. I have found it effective for three reasons. First, it ennables students to make a commitment without risking a long-term involvement. Many students hesitate to make long-term weekly community service commitments because of their own busy schedules or because of a fear of being roped into a bad experience for several months. But most feel able to commit once from Friday afternoon to Sunday morning, and even students who hold jobs can usually ask off for one weekend. This single, structured time frame is manageable for teenagers. (A copy of the program application is Appendix B.)

> **"I am thankful for this program because without it I don't think I ever would have gone into a shelter, and now I know what it is like, so I will be more likely to go by myself at home and volunteer at more shelters."**

Second, the uninterrupted time of a weekend retreat is ideal for deep processing of service experience. As the schedule in Appendix A reveals, the students are involved in a great deal of work - and they also have time for questions, discussion, and reflection. Out of their usual routine, socializing with new people, focused on the needs of the homeless, the students must grapple with their experiences. The presence of the group for the entire weekend means that this questioning occurs in a supportive, open atmosphere - and the structured group activities guarantee that it will take place.

> **"I feel like I'm not yet ready to leave, as if there is still much more I NEED to do. But, the work is extremely draining and tiring and I don't think that I could make it through another day. With me, I am slow to adjust and now I've just been finally ready to open myself totally and give all that I possibly can. I wish this feeling had come over me Friday at 4:00. By the time I make it to another weekend (hopefully I will) I hope I haven't sealed myself again. Next time things should be easier and faster."**

> "I think this has been a very mind-opening, eye-awakening experience for me. My mind has been forced to expand after meeting all these people. I've led a very secure, stable, and protected life. I live in a two car garage with three cars in the garage; middle class suburbia. In school people do reports on homelessness but it's kind of like statistics and facts. I think if students went on these weekends it would be very beneficial to society. I think I had an idea of coming to this weekend to give of myself but I find I have received more from these "houseless" though not necessarily "homeless" people than I could ever have imagined possible."

Third, the breadth and momentum of an entire weekend's experience makes the students much more confident about dealing with homeless people as human beings. I can see the transformation from Friday afternoon when we first approach homeless people to Saturday night when we are throwing a party at Shattuck Shelter. Many students are tenative, ill-at-ease when they begin. But by the time Saturday's party is over, students are engaged with individual residents of Shattuck, sharing poetry, dancing, playing cards, talking life issues. At the end of the Weekend they typically report a desire to do more work with the homeless, a loss of fear of homeless people, and the ability to see homeless people as individuals instead of a monolithic group. (For a sampling of student actions initiated after Youth Outreach Weekends, see Appendix C.)

> "I think that this weekend helped me to break the stereotype mold of what I thought homeless people were like. I used to think that they were all old and were either druggies or alchoholics. When I went to the shelters, I learned that some had jobs but couldn't afford housing costs. They are young and even smart. I think the idea of breaking us up from our school friends was good because it got us to socialize with others and meet new people. The party at Shattuck was a great idea because it made so many of those people extremely happy and I think, for a time, forget their problems."
>
> "Having worked at a soup kitchen before, I was reawakened to many of the problems and found support in the other Y.O.W. volunteers. Also, I had better opportunities to converse with the guests at the agencies rather than be stuck in the back of the kitchen chopping onions and carrots. I felt that I wasn't banished to a dark place, but was in direct contact with many of the guests. Also, Y.O.W. was a time when I could reflect on the work that I have done and consider how I could approach it in my life. I just hope I will never forget."

In summary, I have found the weekend work/retreat model superior for using community service in an educational context. Other medthods, such as quick experiences of serving dinner at a shelter before scattering out to different evening activities, or a clothing drive conducted far from the people who need the clothing, do not offer the depth of educational experience and human contact that the weekend approach provides in a safe, structured, limited time-period.

Beyond the individual weekends, the development of the program has also held valuable lessons. The partnership of public and private schools has gained momentum steadily since Y.O.W. began. I am a faculty member at

Milton Academy, an independent school. After my first year of running the weekends, Milton Academy made this program part of my curricular job description, not a volunteer "extracurricular" activity - thus freeing me to develop the program. Since this private school has flexibility in its staffing policies, it can operate this program at little cost and great benefit. And since this work is considered a legitimate part of my job as a teacher, I have the time to work on outreach to other schools and develop the program.

The Milton Academy administration believes that its own students are well served by a program based on its campus that makes them work them with students and adults from other places. I also run a weekend for Milton Academy students alone, since more wish to attend than I can accomodate in the regular program. In return, Milton Academy gives me the freedom and support to make the program available to students from any school. This year I have made seven trips to area public schools to discuss homelessness with classes and recruit for the program. I have expanded the number of weekends from six last year to nine this year. I have also added three more Boston agencies to our roster of work sites.

Recruitment from Boston City Schools continues to be a primary objective of the program. Stereotypes of private school elitism and urban school chaos must be broken down. The best way to do this is by persistant cultivation of individual contacts at schools and by conscious attention to racial and socioeconomic diversity on the individual weekends. Students in a minority situation can feel intimidated in a group, so attention must be given to providing a mix of public, private, parochial, urban, suburban, Black, Hispanic, White, Asian, and Indian people (adults as well as students) in the group. While this diversity can sometimes make group dynamics more complicated, experience has shown that these dynamics are smoothed by genuine diversity. Tokenism is an easy trap to fall into, but it is more awkward than educational. I continue to work to recruit a broader mix of students, and find this to be a challenge. (See Appendix D for breakdown of participants in Y.O.W.)

Funding for Y.O.W. comes from a variety of sources. Milton Academy provides my salary - and thus covers a sizeable piece of the pie. Additional monies came from Polaroid Foundation originally. They have since been supplemented by numerous donations from individuals and schools, as well as a recent grant from Teens as Community Resources, a division of the Crime and Justice Foundation. Each weekend costs roughly $500 to organize and conduct, not including my salary. The program's expenses are postage, xerox, phone, food, subway tokens, and t-shirts. Students participate in the program without charge, and I ask them not to bring money or do any shopping or snacking during the weekens - a feature I feel should be maintained to avoid economic discrimination and to provide students with a brief experience without their own personal buying power at their fingertips.

In the future, I may move toward funding the program more completely from individual donors and private school sources. This move would not be motivated by a desire to sever contacts with Boston foundations, but from a recognition that a relatively small amount of money from the world of private schools could pay for this program completely, thus freeing Foundation money for other projects that lack access to these private sources. This is a funding model that the federal government can not expect to duplicate itself around the country.

Youth Outreach Weekends has proven to be a powerful way of involving students with learning and constructive work that is urgently needed by society as a whole. Cities and school systems across the country would benefit from the creation of similar programs.

I would like to close with the words of students. At the close of the most recent Weekend I told them I might be offering this testimony and asked for their advice about what to say. Here are some of their suggestions:

> "About the Senators: Try coming at it from a public relations point of view. Tell them it makes economic sense to have a generation of exemplary kids who care; instead of a bunch of skinheads."
>
> "Maybe when you go to the Senators you could recommend that they go volunteer to work with the homeless in four major cities so they can know what it is like. Remind them that America's streets are not paved with gold for everyone - only tar and cement. Also remind them that the homeless are America's citizens. Many of them fought for their country. Now shouldn't their country be fighting for them?"
>
> "To the Senators: Education and awareness are the keys to solving many of the world's problems, such as AIDS, drugs, and homelessness. Programs such as Y.O.W. provide a supportive and secure environment for eager, and sometimes nervous students to learn and see the problems and realities of homelessness, while at the same time destroying some of the stereotypes and illusions that these students might have. Obviously student volunteers are not the "solution" to homelessness but until politicians from your generation begin to gain a better understanding of homelessness, it is important for us, the students, the next generation, to gain the understanding that might just be able to solve the homelessness problem when we reach a position from which we can make a truly important difference."

Respectfully submitted,

Todd Fry

Todd Fry,
Program Coordinator

Appendix A

**Typical Weekend Schedule**

# Youth Outreach Weekends

## Workcamp #6 - April 29-May1

**Friday, April 29.**

4:00 All participants arrive at Beacon Hill Friends House.
Briefing and Immediate Departure in groups for work assignments.
Six students and adult serve dinner at **Fort Point Shelter.** (Todd)
Five students and adult serve dinner at **Arlington Street Church.** (Jackie)
Four students and adult serve dinner at **Rosie's Place.** (Julie)
Six students and adult join **Family House Project** for dinner. (Mark)
Five students and adult serve dinner at **Kingston House.** (Richard)

7:30 Group from Fort Point returns; pizza dinner in Meeting Room.

8:00 Groups from Rosie's, Family House, Arlington, and Kingston return; cookies.

8:30 Information and Icebreakers - Parlour.

9:00 Speaker: Sister Joanne Bierl; Project Hope.

10:00 Reflection circle - "What do I want to give?"

11:30 Lights out. (boys in Meeting Room; girls in Library)

**Saturday, April 30.**

7:15 Rise and shine; breakfast preparation; Food Bank group make sandwiches; stow gear.

7:45 Breakfast and clean up.

8:30 Groups depart for work assignments:
Six students and adult to **St. Francis House.** (Julie)
Five students and adult to **Haley House.** (Jackie)
Six students and adult to **Family House Project.** (Mark)
Four students and adult to **Project Hope.** (Todd)
Five students and adult to **Kingston House.** (Richard)

2:00 Finish morning work assignments - FRUIT BREAK.

3:30 All groups arrive at Shattuck - PARTY! (live music and ice cream sundaes)

7:30 All groups leave Shattuck, return to Beacon Hill Friends House.

8:30 Reports on the day, discussion.

10:00 Snacks

11:30 Lights Out.

**Sunday, May 1.**

7:45 Rise and shine; breakfast preparation.

8:00 Breakfast.

8:30 Clean-up chores.

9:00 Closing Circle - reflections on the weekend and the future.

10:30 Departure.

Appendix B

**Youth Outreach Weekends**
**170 Centre Street**
**Milton, MA 02186**
**(617) 696-2641**

## Weekend Application

Name: ______________________________ Today's Date: __________

Permanent Home Address: ________________________________

____________________ zip: _________ Phone: ( ) ___________

School: ______________________________ Grade in school: _____

School Address (for boarding students): ________________________
________________________________ Phone: ( ) ___________

Have you participated in Y.O.W. before? ____ If so, when: ________

==========================================================

The dates of the 1988-89 Weekends are: **Sept. 30-Oct. 2; Oct. 28-30; Dec. 2-4** (SAT Tests given this Saturday); **Jan. 13-15; Feb. 17-19; March 3-5; March 31-April 2.** Please list the weekends you can attend, in order of your preference. You will be notified by mail about the weekend for which you are scheduled.

1. ____________________ 3. ____________________
2. ____________________ 4. ____________________

In order to prepare for your Weekend, please write a short statement that explains your interest in the experience. If you have already participated in a Weekend, please write about why you wish to return.

I understand that I am making a commitment to work with Y.O.W. on one of the weekends I have indicated. If, for some reason, I am unable to attend the weekend, I will promptly contact Todd Fry at Y.O.W. so he can fill my place.

Signature of applicant: ________________________________
Date: ____________ **(over)**

**Do you have any medical (including allergies) or dietary concerns of which Y.O.W. should be aware? If so, please describe them:**

**Do you take prescription medicine? If so, please describe the requirement:**

Person to contact in case of emergency.

**Name:** ______________________________
**Address:** ______________________________
**Phone: (    )** ____________________
**Relationship to you:** ________________

**The following section must be completed by students under 18 years old.**

--------------------------------Parental Permission Slip--------------------------------

Mother's Name: ______________________________
Address (if different from yours): ____________________
______________________________
Phone (day): ________________ (evening): __________

Father's Name: ______________________________
Address (if different from yours): ____________________
______________________________
Phone (day): ________________ (evening): __________

Person to contact if your parents are unavailable:
Name: ____________________
Address: ______________________________
Phone (day): ________________ (evening): __________
Relationship to you: ________________

I understand that my child, under adult supervision, will be at a Youth Outreach Weekend workcamp doing community service work helping people in soup kitchens, shelters, and community centers; spending the nights at the Beacon Hill Friends House or a similar boarding house.

Signature of Parent/Guardian: ______________________
Date: ______________

**Please return this application to Todd Fry, Program Coordinator, at the above address. You or your parents may feel free to call him with any questions.**

Appendix C

## Activities Initiated by Students After Y.O.W. Experiences '87-88

Kathleen Fareri spoke to a religion class and helped serve a meal at Fort Point Shelter.

Emilie Faucher brought two friends for a second Weekend.

Ben Pappas wrote an article for the Newton North High School newspaper.

Emilie Faucher wrote an article for the Lawrence Academy newspaper.

Greg Aviza brought clothing from a school drive to Shattuck Shelter, and then gathered students to help plant the Shelter's garden in the spring.

Corinna Wood joined a two week summer workcamp in Philadelphia and walked 100 miles for Habitat for Humanity.

Jon Clark invited Stuart Guernssey (of Family House Project) and Todd Fry (Y.O.W.) to speak at the Wellesley High School Seminar Day.

Y.O.W. students at Hyde Park High School and Milton Academy invited Stewart Guernsey to speak at their schools.

Emily Sugg placed four students at St. Francis House for a month of daily work.

A group of 12 Milton Academy students worked at Family House Project one Saturday in May.

Sarah Wagner wrote a poem about her experience at Haley House, which she mailed to me and to the House.

Diana Kornet and Jessie Howland returned to Family House Project for dinner.

Zelina Blagden, Brooke Browne, and Jen Baron were interviewed by their town newspaper.

Y.O.W. students at Lincoln-Sudbury High School's Martin Luther King Action Project did a barbeque at Shattuck in May.

Lilly Windle, Cathy Edstrom, and Ted Estille presented a chapel talk about their experience.

Ben Russin, Maria Ortiz-Rivas, Ted Preston, Paul Sabin, and Mark Friedman returned to Project Hope on various days to play with the children.

Mark Friedman, James Slavet, and Philippa Edwards did part time internships at Pine Street Inn, Project Hope, and Shattuck Shelter (respectively) for five weeks.

Rita Raju, Jyothi Namibar, Carol Fry, and Todd Fry exchanged letters with Shattuck Shelter residents.

Carrie Schwarz provided the impetus for three barbeque parties at Shattuck Shelter during the summer. Y.O.W. participants from all the weekends helped out.

Tabor Academy plans to "adopt a shelter" in the New Bedford/Fall River area.

Roughly fifteen Y.O.W. participants did the Walk for Hunger - something we can expand next year.

## Activities Initiated as a Result of Y.O.W. '88-89

Students from Medford High School, Hyde Park High School, and Milton Academy worked on the Boston City Hospital Canned Food Drive.

Geetha Matthew invited Todd Fry to speak to Sharon High School Service Club.

Seth Reynolds and Stephanie Pare wrote Milton Academy newspaper stories.

Milton Academy students did a mask-making project with Shattuck Shelter residents.

Jose Rosa wrote an editorial advertising Y.O.W. in the Mario Umana Technical High School newspaper.

Susan Fry began regular volunteering at Haley House.

David Zug began regular volunteering at Project Hope.

Y.O.W. threw a December holiday party at Shattuck Shelter.

Four Milton Academy students did childcare and helped with Christmas preparations at Project Hope during their winter vacations and returned during spring vacations.

Sandy Kraft's office staff donated toys to Project Hope.

Tabor Academy began sending regular work groups to a shelter in Fall River.

Boston's Southeast Indian Congregation sent a collection to Shattuck Shelter.

A poem written by a resident for some Y.O.W. volunteers appeared in the Shattuck Shelter newsletter.

Kimie Joe's Economics class at Stoneham High School did a Junior Achievement project and donated the profits to Project Hope.

Brie Turner and Heather Hetzek are doing a week-long project at Haley House this spring.

Thirteen Milton Academy seniors are doing five week volunteer internships with seven different agencies this spring.

Nine Milton Academy students visited Shattuck Shelter on a Wednesday evening for purely social purposes.

A group from Wellesley High School did two work days at Family House Project.

Stewart Guernsey spoke at an elementary school in Wakefield and at Wellesley High School.

Zola Porter will do a senior project with one of our agencies.

Students from Hyde Park High School have begun attending Shattuck Shelter parties even when they are not doing the entire weekend.

An art exhibit by the guests at Shattuck Shelter was displayed at Milton Academy and Westover School.

Numerous students and adults send cards, letter, small packages back to people they have met on the weekends - far too often for me to keep track.

On the Saturday before the Walk for Hunger, Y.O.W. will have a day of workshops on homelessness and then a dance/fundraiser in the evening. Hopefully, at least fifty students will do the walk this year. Maybe more . . . ??

Appendix D

## School-Of-Origin for Students Participating in Y.O.W. 1987-88

During the first half of the year, participation from the public schools was limited. This was due to a low level of response to information sent to Student Activities Coordinators at various public schools, and a high rate of response from independent schools. Also, repeated efforts to attract students from schools such as Boston English's Fenway Program were unsuccessful. Therefore, many spaces left unfilled went to independent school students, particularly Milton Academy where interest is very high. (Nine more students applied from Milton Academy who were not accepted.) However, as the year progressed the diversity of participants increased dramatically - a trend the program seeks to continue. In the future, it will not be necessary to accept more than four students from one school for each Weekend. Todd Fry will no longer be running the program on a volunteer basis, and he now has release time from teaching in order to insure this diversity.

### Public Schools

| | |
|---|---|
| Hyde Park High School | 10 |
| Wellesley High School | 4 |
| Madison Park High School | 2 twice = 4 |
| Lincoln-Sudbury Regional High School | 3 |
| Newton North High School | 1 once; 1 twice = 3 |
| Orono High School** | 1 once; 1 twice =3 |
| Northwestern Regional High School *7* | 2 |
| Braintree High School | 1 |
| Medford High School | 1 |
| Boston Latin Academy | 1 |
| Nashoba Regional High School | 1 |
| Brookline High School | 1 |
| Nauset Regional High School | 1 |
| Needham High School | 1 |
| Andover High School | 1 |
| East Bridgewater High School | 1 |
| Ledyard High School* | 1 |

### Parochial Schools

| | |
|---|---|
| Xaverian Brothers High School | 5 once; 2 twice; 1 thrice = 12 |
| Archbishop Williams High School | 5 |

### Independent Schools

| | |
|---|---|
| Milton Academy | 28 once; 3 twice = 34 |
| Tabor Academy | 13 |
| St. Marks School | 6 |
| Westover School * | 5 |
| Bancroft School | 4 |
| Lawrence Academy | 3 |
| Cambridge School of Weston | 1 |
| Northfield-Mount Hermon School | 1 |
| Roxbury Latin School | 1 |
| Hebron Academy** | 1 |
| | |
| Babson College*** | 1 |

* school in Connecticut ** school in Maine *** College students will not be accepted in the future.

## School-Of-Origin for Students Participating in Y.O.W. 1988-89

**Note: These figures reflect 7 completed Weekends, and one projected. The ninth Weekend is too far off to accurately assess participation.**

### Public Schools

| | |
|---|---|
| **Hyde Park High School** | **16** |
| **Wellesley High School** | **16** |
| **Northwest Regional High School *7 (CT)** | **13*** |
| **Newton North High School** | **9** |
| **Sharon High School** | **9** |
| **Lincoln-Sudbury Regional High School** | **7** |
| **Medford High School** | **4** |
| **West Roxbury High School** | **4** |
| **Orono High School (ME)** | **3** |
| **Nauset Regional High School** | **2** |
| **Stoneham High Schol** | **2** |
| **Mario Umana Technical High School** | **2** |
| **Drury High School** | **2** |
| **Brookline High School** | **1** |
| **Waltham High School** | **1** |
| **Taunton High School** | **1** |
| **Needham High School** | **1** |
| **Framingham North High School** | **1** |
| **Concord-Carlisle Regional High School** | **1** |
| **Falmouth High School** | **1** |
| **Boston College High School** | **1** |
| **Bourne High School** | **1** |
| **Amherst Regional High School** | **1** |
| **Total:** | **99** |

### Parochial Schools

| | |
|---|---|
| **Bishop Feehan High School** | **5** |
| **St. John's School** | **2** |
| **Total:** | **7** |

### Independent Schools

| | |
|---|---|
| **Milton Academy** | **53 **** |
| **Tabor Academy** | **17** |
| **Westover School (CT)** | **13** |
| **Saint Mark's School** | **4** |
| **Northfield-Mount Hermon School** | **4** |
| **Lawrence Academy** | **3** |
| **Winsor School** | **2** |
| **Loomis Chaffee School (CT)** | **1** |
| **Cambridge School of Weston** | **1** |
| **Phillips Exeter Academy** | **1** |
| **Total:** | **99** |

*** These students are from a Mennonite religious community in western Connecticut, almost Amish in its practices. This diversity is hidden in school or race breakdowns.**

**** This figure for Milton Academy includes the 24 stduents who went on a Weekend with only their school. 75 Milton Academy students have applied this year.**

**Racial Distribution: 74% White, 18% Black, 4% Asian, 2% Hispanic, 2% Indian.**

**Students Who Repeat Weekends: 12%**

Appendix E

-Umana-Eagle-

Award Winning Paper

November 1988

Vol. 3 Issue 1

Mario Umana Harbor School of Science 312 Border Street, East Boston, MA 02128 (617) 589-6280

# Y.O.W.

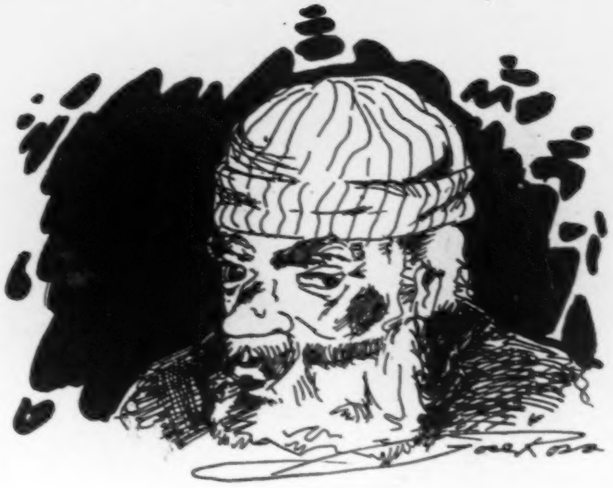
Recently, I was given the unique opportunity of helping and meeting the members of society, who, because of cruel circumstances, were left without homes. The opportunity was given to me by Todd Fry and his program, Youth Outreach Weekends, or Y.O.W.! The things I experienced in that special weekend will always be cherished. I learned more about the homeless than I thought possible.

The program ran from 4 p.m. Friday until 10 a.m. Sunday. The group consisted of about 30 teens and 5 adults, which were divided into smaller groups. On Saturday, we visited another shelter, and did pretty much the same thing.

After experiencing both shelters, I noticed a dramatic difference between the two. I'm not going to name the shelters, because both of them help the homeless, but I will point out the major difference: The first shelter was religiously motivated. They included the homeless in their activities; the homeless were part of them. In contrast, the second shelter was not so 'open'; the people who ran the second shelter tried to keep away from the homeless. But the thing that shocked me most was when the people serving lunch ate right in front of the homeless. Those two shelters are memorable in their own way, but the most special shelter was the Shattuck Shelter. That's where I met someone who had been through so much turmoil, that he looked 20 years older than what he really was. His name was Donald. He was 53 years old and had recently been beaten by teenagers. It was his first night at the Shattuck Shelter, and his first time seeing people he despised; teens were interacting and playing games with him and the rest of the homeless. I still remember the look in his eyes when I gave him a sketch I drew of him ... It really made me feel good to know that I made a difference in someone's life.

The emotions I had during that weekend are beyond words. I sincerely urge anyone who wants to do something positive in their life, anyone who wants to make a difference in someone's life to participate in Y.O.W.! It will be one of those things you will never forget. If you really want to help, or just want more information, see me in Room 313.

—Jose Rosa



Appendix E

# The Milton Measure

January 23, 1989 Milton Academy Milton, Massachusetts 02186 Vol. 12, No. 7

## Youth Outreach Weekends Experience Unprecedented Popularity

*by Stephanie Pare'*

The Youth Outreach Weekends Program (YOW) has been experiencing an unprecedented popularity this year, in its second year as a component of the Community Service Program at Milton Academy.

Students from schools such as Hyde Park High School, Tabor Academy, Newton North, Westover School, Xaverian, and a Brethen community in western Connecticut join participants from Milton Academy on these cost-free weekends. The increasing number of interested students at MA has deemed it necessary to hold a weekend of just-Milton students and to compile a waiting list. Program Coordinator Todd Fry, MA Drama Dept., offers several reasons to explain the rising popularity of YOW at Milton.

According to Fry, MA students are "really concerned about broader society" fueled by the opportunities they have at school such as the Public Issues Board, Current Events course, and Community Service Program. He also feels that the students have a sense of wanting to "give back" what they have, and "the confidence to feel that they can make a difference."

YOW is designed to offer students the chance to explore the social and political aspects of homelessness by working at shelters in Boston, and then discussing and reflecting upon the communal issues that are encountered during the time.

YOW sprang from the Youth Service Opportunities Project in New York City. Several Milton Students participated in the New York program during the '86-'87 school year and decided that a similar set-up would be beneficial in the Boston area. With the support of Milton Academy, Tabor Academy, Westover School, The Polaroid Foundation, Project Bread/Walk For Hunger, and private contributions, YOW was established and organized for the '87-'88 year by Fry.

Weekends entail different types of work, depending on the current needs of the establishments visited. Students may cook and serve dinner, distribute clothing, clean or help renovate facilities, and salvage food at various shelters in the Boston area such as Rosie's Place, Pine Street Inn, Haley House, Kingston House, and Project Hope. All students contribute in throwing a party for the residents of State-run Shattuck Shelter. Students also spend time focusing on and discussing the work and personal issues that emerge, such as the varying reasons for homelessness, the feelings and prejudices of the homeless, the lacking of awareness of greater society, and what steps can be taken towards alleviating the pain, despair, and injustice of homelessness.

*'[MA] Students have a sense of wanting to 'give back' what they have...'*

Facing the life of the street and working and talking with homeless people for a weekend makes students look deeper into themselves at the kind of person they are and gives them a different perspective of today's society. "It [YOW] affects each participant in a different, personal way," says YOW veteran Maria Colbert, Class II. YOW provides a novel view of the world of homelessness we hear about and read in the newspapers, and the experience can be thought-provoking as well as physically and emotionally draining. Says Adam Portnoy, Class I, participant in both the New York and Boston programs, "It makes you realize the complexities of society and the frustrations involved in the unrealistic solutions." Liz Kettyle, Class III, adds that "YOW provides a good environment to get to know what life is really like."

Youth Outreach Weekends depend on outside support to keep the project running. Along with grants and donations, a musical concern by Wild Hope was held last year to help provide funding. Funds for the program are tight now, but a grant from Teens as Community Research has been approved, and a fundraiser is being planned for the spring.

Fry explains that the goal of YOW is for students to have the experience of helping other people and seeing that they can matter to others. He adds, "Our society has built into it a lot of pain, and we need to get over our fear of poor people by encountering that pain."

*For more information on YOW weekends, contact Todd Fry, English Department.*

The **Chairman**. Just a few questions for those that are providing the service:

Paul, how did you hear about the Jefferson Forum in your school.

Mr. **Francisco**. Well, I just came——

The **Chairman**. Let's see—just tip that mike up a little bit.

Mr. **Francisco**. All right.

The **Chairman**. There it is.

Mr. **Francisco**. I just came to the school on November 1986—no—September, I think—sometime in September—in September 1987, I think.

And, well, I'm the kind of person always liked to experience something new, or, you know, challenge—I like challenge a lot.

So, when I got to school, all I was looking for was for the sports part of it. I was looking for—okay—okay, all I want to do is play basketball, or all I want to do is play baseball—whatever. I wasn't looking at doing some community service.

So, my friend, who was already involved in the Forum, came, and he told me—he's like—he was like—

"Well, you know, there is a club that I think you should join."

So, I said, "What is it about?"

He said, "It's about community service."

I had never done community service.

So, I said, "Well, I don't know."

And he—he just kept telling me about it.

And then I said, "Okay, I'll join."

And, once I joined, it's like—it was a whole new experience. And it really made me feel good, because I knew I was doing something good for the community and, at the same time, it was—it made me feel good because—just because of the action that I was doing.

So, that's how I got involved.

The **Chairman**. Good.

Do you think you'll continue to involve yourself in community service even after you get out of college, now that you've had a chance to experience it.

Mr. **Francisco**. Definitely.

The **Chairman**. Both before college, and while you're at college?

Mr. **Francisco**. Well, that's—that's the plan that I have. Right now, I do plan—I do plan on still being a member of the Jefferson Forum. I still want to keep working with them, and being associated with them. I don't think that you know, the fact that I'm going to be in college will interfere with—with that.

The **Chairman**. Omayra, what about yourself?

How did you hear about this program?

Ms. **Merraro**. Through my history class. My teacher just heard about it through one of the other teachers. And she just, you know, decided that it would be kind of fun to have some of her students do—do YOW. And I decided to do it.

The **Chairman**. Do you talk to some of your classmates or some of your friends about it?

Have some of them indicated some interest in doing it, too?

Ms. **Merraro**. Well, when I told them that I was going to do this program they were like, "Why are you doing this? It's not like you're going to benefit from it."

And after I did it, and I came back, I felt really frustrated that people actually thought that way.

And I went up to my friends again, and I told them that they should do it, and that it would be great.

Already, two of my other—two of my friends have done it, and they love it. And it's growing in the high school, and a lot of kids are willing to go and give it a shot.

The CHAIRMAN. That's good.

A lot of it is, I suppose, word of mouth.

Ms. MERRARO. Uh-huh.

The CHAIRMAN. And, having some people get into it, and having a satisfying experience, I suppose that has a lot to do with kind of spreading these kinds of programs. Let me ask Mr. Parekh: How did you first get involved in the program? How did you first find out about the program?

Master PAREKH. Well, last summer Sam—Sam called me. And he asked my sister if I wanted to join—and my other sisters.

So, I said, "It's all right for me—that it couldn't be going so wrong."

But I just entered the JFK last year—last summer.

The CHAIRMAN. How did you decide that you were going to help older people with computers?

Master PAREKH. Well, when I first went to school, Sam came over and he gave me signing paper—so, I signed it. The next day, I brought it in.

And then, the next Tuesday, all the people came to the library, and we sat down, we drew names, and we took partners with them, and we played computer games right over there, too.

The CHAIRMAN. Do you enjoy the program.

Master PAREKH. It is really fun. I enjoy it very much.

The CHAIRMAN. Are you meeting a lot of new people?

Master PAREKH. Yes.

The CHAIRMAN. Do they seem to like what you're trying to teach them?

Master PAREKH. Yes.

The CHAIRMAN. Have you found it easy to understand computers?

Master PAREKH. Well, I'm not a real computerer, but I do learn this. I just do lots of computers. I don't have a computer in the house, but I just know much, much more about computers.

The CHAIRMAN. But you enjoy working with computers?

Master PAREKH. Yes.

The CHAIRMAN. Very good. Okay.

Have you told any of your other friends about this program?

Master PAREKH. Not really. Well, I did tell one, but he just joined about two weeks ago.

The CHAIRMAN. Very good.

Do you do pretty well in school?

Master PAREKH. Yes.

The CHAIRMAN. Yes; I'll bet you do. [Laughter.]

Okay.

Well, I want to thank all of you, and I want to commend all of you—both the students and the organizations—for the time that they spend in this program.

It's really very, very inspirational.

And I want to thank you very, very much for what you have done, what you are continuing to do, and what you will do.

Thank you very much.

Give them a nice round of applause.

[Applause.]

The **Chairman**. All right, we've got about 30 or 35 minutes here, and we've got 30-odd people, I would say.

So, we'll ask them to say what they would like to.

From U-Mass/Boston, we have Jemadari Kamara, dean of the College of Public and Community Service.

Mr. Kamara.

## STATEMENT OF JEMADARI KAMARA, UNIVERSITY OF MASSACHUSETTS/BOSTON, DEAN COLLEGE OF PUBLIC AND COMMUNITY SERVICE

Mr. **Kamara**. Good morning, Senator.

The **Chairman**. Good morning.

Mr. **Kamara**. I just want to——

The **Chairman**. Yeah, that mike is live. And, as I say we'll be glad to hear you, if you will just summarize what you'd like. And, if you have some other additional material, we'll be glad to make it a part of the record.

We have signed, here, as many as we can. And we'll ask everyone to be brief and to the point.

Now, if you'll please continue.

Mr. **Kamara**. Thank you very much, Senator.

I simply wanted to——

The **Chairman**. Well, tell us a little bit—identify yourself.

Mr. **Kamara**. My name is Jemadari Kamara. I am the dean of the College of Public and Community Service at the University of Massachusetts at Boston.

I wanted to commend you on hosting these hearings here in Boston.

Our college at University of Massachusetts/Boston is one that is dedicated to the development of public and community service. We have nearly 85 percent of our students who go into public or community service following their enrollment at the institution.

We have a variety of different programs that are connected with organizations and agencies in the community, that link college education, through credit, to public or community service.

I wanted to very specifically address a model program that I think may lend some interest to the legislation that you are proposing.

I have recently come to Massachusetts from the University of Michigan.

Since 1984, I was involved in a program there that began out of one class.

Because of the concerns of the public school system, and the lack of male—black male role models in the middle school system, we were asked to intervene—in an after-school program—to help in a tutorial context.

The program—which I directed in one class—offered credit for university students who would tutor after school.

Because of the success of this one class, in combination with a series of private, non-profit, and public—and—and not-for-profit organizations, the program, by last summer, expanded to a full, 8-week summer program, in which some 1,500 young people were assisted—through 9 a.m. to 3 p.m. program—receiving tutorial assistance in computer literacy, in fine arts, in basic math, and English writing skills.

It was developed through the in-kind contributions of the private sector, donations of computer hardware, through the assistance of community organizations, through the aegis of the University of Michigan.

And, last summer, the program was hosted in 20 community based churches.

This type of program, which brings together community-based organizations, community institutions, institutions for higher education, and the private sector, I think can be models for the kind of legislation that you're proposing.

There were three critical issues, however, that came to the fore in the development of this: One of which was the training component, and the ability to use resources for transportation needs in the program.

Second, was, the objective of self-sufficiency. We hope that 3 years out, the program will be able to be sustained through the in-kind contributions of the institutions that are involved, as well as the community-based institutions: the churches themselves.

Third is, the contact that has developed through the participants in the—the program. The tutors, themselves, were funded through a state program—the Michigan Job Corps Program, which is the largest in the country—that allowed us to fund and train Job Corps participants—some 250, who were trained by the university in computer skills—and then they transferred these to the young people who were in the program—ages 6 to 13.

And the commitment of the private sector to make concrete material donations, allowed us to be successful, and to create this small prototype in Flint, Michigan—which we hope to emulate here at the University of Michigan [sic] in Boston.

The CHAIRMAN. Very good.

That's very interesting.

Now, we've got Scott Hyman and James Jackson.

Would you like to say a brief word?

Mr. HYMAN. Yes.

## STATEMENT OF SCOTT HYMAN, STUDENT, UNIVERSITY OF MASSACHUSETTS, BOSTON

Mr. HYMAN. All right. I'm a student at U/Mass, Boston.

But what I want to talk about was that—when I was living in California, I really didn't have anything to do, but I found out about a program—how the California Conservation Corps—the CCC—modeled after the old Civilian Conservation Corps, I think, started by Roosevelt.

Basically, you worked, you were—you were fed, and you were given a place to stay, and you were given, like something like three-hundred-something dollars a month at the end of, you know, every month.

And we did a lot of work. We would, you know—and, when you watch California fires—well, the blue hats that you see, those are the Corps members.

When the floods happened a few years ago—and every year, as they happen in the delta, those are Corps members that stopped that.

We cleared river beds where drainage—we helped plant parks, we would build trails, we would rebuild trails.

And it was—the motto was: Hard work, low pay, and miserable conditions.

But that was what it was like. And—and it was good work. It was fun. And I really enjoyed it.

You—you are out here, and—and you know—when an oil tanker spilled oil, you would pull birds from the water and help to clean them off.

We were there at a moment's notice. You know, you could call us any time, and they would get a crew together and you'd go out and you'd help—for whatever need you were needed.

It was—it was a really good experience. And the only problem was: that it only lasted a year.

I think something like that would be what—what we could use on a national level—like the old Civilian Conservation Corps—where you didn't get paid a lot, but, I mean, they give you enough to eat, they give somewhere to live, and you could—you could have enough money left over.

And that's what you should find out.

That's in California—in Sacramento—the California Conservation Corps.

The CHAIRMAN. Good.

We've heard a good deal about that. It's been going on for some period of time.

Mr. HYMAN. Yeah. Governor Brown, I believe.

The CHAIRMAN. And we've heard many of the kinds of things that you observed here.

And that's certainly an aspect of some of the programs that have been put in by Senator Dodd.

His program—and it's a lead program, I guess, with Congressman Panetta from California in the House of Representatives. It has over a hundred sponsors.

So, we'll be taking a careful look at that.

And we have had some interesting testimony, in terms of the conservation aspect, from Montgomery, Maryland, on a youth service program.

So, we're glad to hear about that.

James Jackson.

Mr. JACKSON. Yes.

## STATEMENT OF JAMES JACKSON, STUDENT, UNIVERSITY OF MASSACHUSETTS, BOSTON

Mr. **Jackson**. I'm a student at U/Mass. I receive a substantial amount of financial aid from the federal government.

And, me, personally, I know that there are a lot of other students that would not be able to attend if they didn't receive financial aid.

I'd like to—to reiterate what Dr. Cole said about the financial aid, because it's absolutely true. There are many students—it's already difficult as it is—so much financial aid has been cut off, or reduced, in the past few years, it would be—it would be really tragic if, as the—the Nunn bill that is in the Senate now—if that went through and financial aid was phased out, I think it would be a big mistake.

I do know that there are many of my peers who would like a national youth service program. And there are a lot of caring people out there. A lot of caring people in my generation that would like to help.

I do think a youth service program would be beneficial if it was national, if it was an institution that people would be able to be a part of, I think it would unite—it would unite people the way it should.

I just believe that the financial aid should not—should not be—should not be phased out or cut off.

The **Chairman**. Yeah. Well, I share that view for a number of reasons. But I hear what you're saying and I appreciate your comments on it.

Okay.

Thank you very much.

[Applause.]

The **Chairman**. Thanks a lot. Thank you very, very much.

Good to see you.

We'll hear from the Washington Education Project at Endicott College, Patricia Malone.

And I'll ask Joseph Madison, who is chairman of Hand-In-Hand, to be on deck.

## STATEMENT OF PATRICIA MALONE, INSTRUCTOR, ENDICOTT COLLEGE, WASHINGTON EDUCATION PROJECT

Ms. **Malone**. Hi. I want to thank you for inviting me here today.

The **Chairman**. Good.

Ms. **Malone**. And also to—I felt compelled to tell you, and to tell everyone else here, just how successful the Washington Education Project is.

Currently, we have 30 students tutoring in Beverly public schools, in Salem public schools, and in the North Shore Community College Adult Education Project.

We started out with six students in two schools, and we've just grown tremendously.

In return, as you mentioned earlier, we are one of the colleges that does give academic credit for their involvement in the community. So, they receive three credits and a wonderful experience.

And, every person, it seems, that is involved in the program—whether it be the public school teacher, who allows the tutor in the classroom, the students that the tutors work with, the undergraduates, and myself—have all benefitted greatly from the program. We've learned a lot.

The **Chairman**. Great.

Let me ask you: Do you get creditor—is it just for the work, or do they tie it back in?

Do they have to write a paper or give a little talk?

Or do they interact with faculty members about their work experience?

How does that work?

Ms. **Malone**. Well, I instruct a seminar, twice weekly, that they attend, as well as their 4 to 6 hours of service in the public schools.

They do write a paper. They read various articles on literacy. And they are required to keep a journal.

The **Chairman**. Good.

Well, I think that's really exciting. And they deserve a lot of credit for it.

Do you find that it's expanding, in terms of the interest of the students, as well?

Ms. **Malone**. The enthusiasm is just unbelievable. They are so dedicated.

The **Chairman**. Did you have any resistance in the school systems, initially? And has that dissipated?

Ms. **Malone**. Well, the resistance comes in maybe how the credits should be assigned. Whether they should be assigned in one specific area, or another.

But that doesn't seem to be happening as much. Especially now that I have 30 students, as opposed to 12. And I can just say, "Look, I have 30 students—this is working."

The **Chairman**. Right. Great.

Okay.

Thanks very much. We appreciate it.

Ms. **Malone**. Thank you.

The **Chairman**. Joseph Madison, chairman of Hand-In-Hand.

And I'll ask Patricia Kozel, who is the director of the Community Service Program at Albuquerque Academy in New Mexico, to get in the warm-up seat there.

Good.

## STATEMENT OF JOSEPH MADISON, CHAIRMAN OF THE BOARD, HAND-IN-HAND, INC., MEMBER OF THE MASSACHUSETTS YOUTH SERVICE ALLIANCE

Mr. **Madison**. Good morning.

Thank you, Mr. Chairman, for this opportunity.

Today I am speaking as a member of the Massachusetts Youth Service Alliance, and as a citizen volunteer.

We stand on the shoulders of those who have come before us. And it's in that spirit that I want to personally acknowledge and thank you for your commitment to move this work forward.

I've had the privilege to work with a number of people who have spoken today, and what I want you to know is: that there is a vast committed network of volunteers—youth, managers, professionals and parents—who stand behind you and who are ready to move into action to make youth service a reality on a much greater scale than it is today.

This commitment—or the commitment of these people has the power to shift the conversation—of how our communities operate—from one of scarcity and decline, to one of fulfillment and sharing.

And I just want you to know that I stand with them as a commitment to service, and support for your efforts.

And I appreciate the work you are doing.

The CHAIRMAN. Thank you very much.

Okay.

Mr. MADISON. Thank you.

[Applause.]

The CHAIRMAN. We'll hear from Patricia Kozel.

And we'll ask Richard Gross, who is from the Community Service Network Of New England, at Phillips Academy, to be on the deck.

Okay, Patricia.

## STATEMENT OF PATRICIA KOZEL, DIRECTOR, COMMUNITY SERVICE PROGRAM, ALBUQUERQUE ACADEMY, ALBUQUERQUE, NEW MEXICO

Ms. KOZEL. Hi. I'm Patricia Kozel from Albuquerque Academy, Albuquerque, New Mexico.

I appreciate this opportunity to just say that community service is alive in the Southwest.

I'm a teacher at the school, which is a private college preparatory school for grades 6 through 12.

I'm also the director of the Community Service Program, which is a voluntary program, which was established because the students and the student council wanted it.

They did research for a year, they wrote a proposal, gave it to the new headmaster, and, although they recommended that it be a mandatory program, he decided that, to start, we would make it a voluntary program.

It's a very successful program. I think by the end of the second year we had 25 percent participation in the high school.

At the heart of the program is a 24-member student board that does all of the organizing of the projects, as well as all the recruiting for the projects.

Being a full-time teacher, there isn't a lot of time left over for going out and recruiting in the ranks, but they do the job.

I just want to end by supporting the bill that emphasizes service for school children at an early age. I think the benefits to the children and to the community they are working in, are immeasurable.

The CHAIRMAN. Well, thank you.

Tell me, do you have young volunteers in your program, as well?

Ms. KOZEL. It's the middle school—all the way down to the sixth grade.

The CHAIRMAN. All the way down to the sixth grade.

Ms. KOZEL. I think the success of the program in the high school is dependent on the kids at that level getting involved and finding out what a positive experience it can be.

The CHAIRMAN. Good.

Ms. KOZEL. They get very excited when they are involved in something that they can see has an effect on other people.

The CHAIRMAN. Great. Okay.

Thank you very much.

Ms. KOZEL. Thank you.

[Applause.]

The CHAIRMAN. Mr. Gross—we're glad to have you here, Father. We know of your work personally, and it's always, personally, as well as professionally, a pleasure to welcome you here. It's good to see you again.

Father GROSS. Thank you, Senator.

## STATEMENT OF FATHER RICHARD K. GROSS, DIRECTOR, COMMUNITY SERVICE NETWORK OF NEW ENGLAND, CHAPLAIN TEACHER, COMMUNITY SERVICE PROGRAM DIRECTOR AT PHILLIPS ACADEMY, ANDOVER, MA

Father GROSS. Richard Gross, director of the Community Service Network of New England, and also a teacher and chaplain and Community Service Program director at Phillips Academy.

I've been involved for about 20 years in developing programs and encouraging students to be engaged.

One of the issues that I bring to the committee, that I stress as a personal sense of priorities—and that is: If we're really going to have long-term impact—and hope that this program develops and has significant roots—I think we need to think in terms of what I call "education of the heart".

In Robert Neelly Bellah book, "Habits Of The Heart", he identifies some of the crises that face American society. And they're not just those social concerns that have been identified, but I think it's a—it's a social—it's a mentality that needs to be identified.

And I think your own bill, and other bills that are addressing the question of volunteerism or community service, really can be used well to educate the heart of American people.

To wait until they are beyond school age, I think, is to miss the opportunity. To only touch four, or five, or even ten percent of the youth of this country is a lost opportunity.

The one institution that contacts every youth of this country is the school system—whether they want to be there or not. And I think that to use that institution well, in developing programs, in developing a mentality, in educating the heart, long term is going to be the real kind of service that the country needs.

American schools have had so many cut-backs, it's very difficult to ask them to take on another responsibility.

And, yet, I think that linked with the programs that you have identified, the resources that you see the federal government putting into developing service—linking that with the school-based programs, to me, would be the kind of laying the foundation for the future that we really need to think of.

Most research that has been done about the experience of service, speaks that: unless it is internalized, that it really is a powerful experience—but lost.

You have asked a number of the young people who have come up here: Will they become involved, as citizens, later in life?

And I think that's a crucial question.

And the only way we're going to make sure—or the only way that this kind of experience will guarantee that they'll become involved later in life, I think, is if it's something that they've had from the very kindergarten—the beginning of their education—from kindergarten all the way up.

So, as the committee deliberates on how best to use limited resources, I can only encourage that you use it where it will maximize the influence, where it will have the most long-term impact, and educate the hearts of our young people.

Thank you.

The CHAIRMAN. Very, very good.

Thank you very much, Father Gross.

[Applause.]

The CHAIRMAN. Barbara Ascheim, for the Office of Community Education, Massachusetts Department of Education.

And then we'll go down through the final few: From Teens as Community Resources, Tim Gross will be on deck.

Okay.

Barbara Ascheim, we're glad to have you.

## STATEMENT OF BARBARA ASCHEIM, OFFICE OF COMMUNITY EDUCATION, MASSACHUSETTS DEPARTMENT OF EDUCATION

Ms. ASCHEIM. Thank you very much. I'm pleased to be here.

And pleased that you've given us the opportunity to go on the record to let you know that the Massachusetts Department of Education enthusiastically supports community service programs and sees them as an important vehicle for providing students of all ages—and also students in our adult learning centers—opportunities to participate in, and contribute to, our democratic society by providing assistance, support and service in the community.

It's been our experience—and, I think, certainly, it's been reinforced in the kinds of things we have heard today—that community service programs provide students with an increased sense of the responsibility that all students have for each other. And help to build the self-esteem and sense of self-worth that assists these students to become productive and caring adults.

As Richard Gross mentioned before, surely community service programs show every indication that they'll give students the strong habits of caring and community service that will last with them for a lifetime.

We're very pleased to see in your legislation that you are encouraging school-based approach to community service.

I would certainly thank Richard for the kind comment he made previously, in terms of the benefits in the unique role that schools have in reaching all students, and providing all of them with the opportunity to have community service experiences.

Certainly, in this way, community service helps to reinforce the lessons from the classroom, the lessons of social concern, of citizenship, and of the lessons that we've learned from history, as well as to enrich the schools through the opportunities that community service programs bring to the curriculum.

We also would want to mention that community service programs that encourage students to reflect on their experiences, and to integrate them into writing experiences, and talking and sharing experience with others, to help reinforce that experience for students.

We have shared with you some written testimony, and I would just want to mention, in addition to what I've said, that we would—in addition to the fact that community service can be well integrated into the curriculum, and the fact of it's providing an opportunity for reflection for students, that we also encourage it being voluntary.

And see that when community service is voluntary in schools, that it provides a sense of ownership; that everyone is a part of the program; that it is not imposed upon them.

And, do look at the voluntary aspect as an important component.

The Department of Education believes that the experience of community is vital for young people and for their communities—especially in the times in which we're living.

We find great receptivity in schools; we find a lot of enthusiasm among superintendents, principals, teachers.

And we think that it's most timely, your legislation.

And we very much thank you for being such a forceful advocate of the legislation, and hope that it will receive a very favorable hearing for your committee in congress.

Thank you.

The **Chairman**. Thank you very much. That's very helpful.

And we'll look forward to examining the material that you made available to us. I'm sure it will be valuable to us.

[Applause.]

[Information supplied for the record follows:]

### MASSACHUSETTS DEPARTMENT OF EDUCATION
### COMMUNITY EDUCATION OFFICE

## AN APPROACH TO COMMUNITY SERVICE

### OVERVIEW

Community service programs present a broad range of opportunities for all students at all grade levels and for adult learners to benefit from the experience of providing assistance, support, companionship, and other service to individuals and organizations in the community and in the school. Schools and adult learning centers are using a variety of approaches to integrating community service into their curriculum and programming. Students are engaging in community service activities that are taken for academic credit, required for graduation from a grade or from a school level, incorporated into a course, offered as an extracurricular activity, substituted for another school requirement, and in other ways integrated into students' learning experiences.

### A PHILOSOPHY OF COMMUNITY SERVICE

#### Benefits for Students

Community service programs can play an essential role in assisting schools to help young people and adults to participate and live in a democratic society. These programs offer students opportunities to contribute directly to their communities and to learn that by helping others they help themselves. As students develop an appreciation for their community, for the value of active citizenship, and for the responsibility that all citizens have to each other, they come to develop an increased understanding of how our society functions and the role they can play. In addition, students gain a sense of their own self-worth that helps to build their self-esteem and to establish habits and skills that can support a lifelong commitment to the community.

#### Opportunities for Schools and Adult Learning Centers

Schools and adult learning centers, with their mission of educating students to be productive and contributing members of society, are uniquely positioned to reach **all** students. Community service provides them with the opportunity to reinforce in the community the lessons of the classroom and to enrich their classrooms with the learning and the insights they gain through the community.

### PRINCIPLES OF COMMUNITY SERVICE PROGRAMS

- Community service programs can be effectively **integrated** into the curriculum. This integration helps to provide all students with community service opportunities and to reinforce the relationship of the school curriculum to social issues and concerns.

- Community Service is **democratic and nurturing**. Community service programs provide opportunities for students of all ages and in all programs - regular, special education, occupational education, bilingual, alternative schools - to benefit from helping others.

- Community Service is a **two-way exchange**. Community service program planners should expect that contacts in community settings model a positive attitude toward service, provide support and supervision to students in their facilities, and work to imbue pride in and respect for community service activities.

- Community service programs need to **set clear objectives** which state their goals, purpose, and focus. Programs also should be regularly evaluated and adapted as necessary.

- Community service programs may reflect the **diversity** that is inherent in schools and in communities. Schools should be encouraged to develop programs which reflect their interests, needs and resources.

- Community service programs are **time intensive** and require careful coordination. Program coordinators need the time, telephone access, and other resources that will enable them to be effective.

- Community service programs should be well **publicized** among school personnel in ways that assist teachers and other staff to understand how they can support the program.

- Community service programs have greater impact when they provide students with opportunities for **reflection** on their experience through class discussions, keeping journals, small group seminars, and other sharing and analyzing activities.

## SELECTED ILLUSTRATIONS OF COMMUNITY SERVICE PROGRAMS

### At the elementary school level

- Community service is integrated in course curricula in grades K-6 in many schools. Units within social studies, science, math, writing, art, music, physical education and other classroom areas are enriched with community service components. Students have planted gardens, written to home-bound elderly pen pals, cleaned up ponds and vacant lots, cooked and served food at soup kitchens and homeless shelters, organized holiday parties at hospitals, etc.

- Classrooms have adopted community sites and involved individuals from these sites in a broad range of school-related activities.

- Some school systems require that all schools develop community service programs that address their unique situation. Schools have developed these programs in a variety of ways. For example:

  By grade: Each grade level adopts a community service project in which it engages for all or a part of the school year.

  By subject matter: All science and language courses integrate community service into one of their units.

### At the secondary school level

- Community service is integrated into the curriculum through English, science, civics, psychology, the arts, vocational education, home economics, special education, and other areas. Students have served as friendly visitors and readers to shutins and nursing home residents, assisted handicapped students at arts and athletic events, coordinated canned food drives, provided peer counseling and substance abuse workshops for other students, tutored children at the elementary school level, etc. These experiences are often integrated into course work through papers, class discussions, and keeping journals.

- Some students donate a specific number of hours to community service. This activity is coordinated in varying ways, using teachers, parents or other volunteers, paid coordinators, and others to:

  Help students find their placements

  Provide supervision for students and liaison with the community

  Facilitate group discussions with students during workshops and classes

  Review students' entries in weekly journals

- Students have the option, within a course such as civics or psychology, to perform community service in place of another requirement of the course, such as a term paper.

- Students receive 1 or 2 credits for participating in community service activity and related seminars.

**In Adult Learning Centers**

- Students in External High School diploma programs may chose a volunteer community service option to partially fulfill diploma requirements.

- Students in adult and "out-of-school youth" learning centers may identify and develop a project that relates to a critical community issue. Students have developed and disseminated videotapes on issues such as substance abuse, poor housing conditions, and unsafe neighborhoods.

## GOALS FOR COMMUNITIES

The Department of Education encourages **all school systems and adult learning centers to make community service opportunities a part of their curriculum.** They may use their creativity in addressinng this suggestion:

- Require or encourage individual schools to offer community service to all students.

- Require or encourage curriculum developers to integrate community service units into appropriate curricula.

- Integrate community service into at least one high school course that must be taken for graduation.

- **Offer community service in elementary and secondary schools on a modular basis. This form of scheduling may result in some students participating in selected grades - or for parts of a school year.**

**Schools that have success with voluntary community service programs may want to move toward making these programs required for all students. With a base of experience and expectation on which to build, these programs will be better able to anticipate and address problem areas.**

**Schools and school systems that require community service should provide for flexibility in how students meet this obligation. They also should develop a system that encourages them to evaluate their programs frequently.**

The CHAIRMAN. From the United Way of Massachusetts, Marcia Countrie, executive director.

Then we will have from the Springfield Public Schools, Michele White.

And, finally, from Wheelock College, Marjorie Bakken, who is the dean.

Those are going to be all we'll really have time for, but if you didn't make this list, if you want to meet with Shirley afterward, we'll be glad to have you write whatever comments you'd like to, and we will make that as a part of the record as well.

Thank you very much.

### STATEMENT OF MARCIA COUNTRIE, EXECUTIVE DIRECTOR, UNITED WAYS OF MASSACHUSETTS

Ms. COUNTRIE. Thank you, Senator Kennedy, for this opportunity.

I'm Marcia Countrie. I'm the executive director of the United Ways of Massachusetts. That's an association of 22 United Ways here in the state, that was formed in 1981, which brings together local United Ways in an effort to build stronger communities primarily through influencing public policy, both on a state-wide level and also on a national level.

So, we're very, very concerned about your legislation in this. The United Way are supporting it very vigorously at a national level. And I want you to know that.

The CHAIRMAN. Very good.

Ms. COUNTRIE. The United Way, as I said, supports your efforts to bring this important legislation before the congress.

And volunteerism, as we know, is the backbone of the United Way system. And without the volunteers we would not be able to survive, and raise money, and support agencies and programs.

The Voluntary Action Center is a part of the United Way system throughout the country. And that's where volunteers are recruited, and trained, and placed in agencies and service in local-based, community-based services.

And have really, over the last few years, been forcefully doing this with youth services in both schools, and colleges and universities, so that the system is already there in place.

And we want you to know that we would be very interested in the training aspects, in the recruiting, and we stand by to serve you in any way we can on a national level.

Thank you very much.

The CHAIRMAN. Thank you very much.

Well, your support will be very important.

And we're grateful to you for these comments.

[Applause.]

The CHAIRMAN. Michele White. And then Majorie Bakken.

### STATEMENT OF MICHELE WHITE, COMMUNITY SERVICE LEARNING RESOURCE TEACHER, SPRINGFIELD PUBLIC SCHOOLS

Ms. WHITE. Senator Kennedy, I am Michele White, from the Springfield Public School System, and I am a resource teacher for Community Service Learning.

First of all, I was just upstairs with the children, watching John F. Kennedy, and I just got so inspired, I came back downstairs, because of what he said 25 years ago:

"Ask not what your country can do for you; ask what you can do for your country."

And then, Serve-America is absolutely what is happening in the Springfield public schools—kindergarten right up through 12th grade.

It's vitally important that these children—that our children—not only in Springfield, but all across this country—are given the opportunity to be givers, and to experience what that means in the heart.

As Congressman Neal said, it's highly motivating for the children, it offers the teachers the opportunity to be very creative in their teaching. And that's what we need right now in the schools: creativity and highly motivated students.

Along with your proposal for Serve-America, it puts it all together, offers it to the children—and we all know that the future lies in our children's hands.

The CHAIRMAN. Sure.

Ms. WHITE. And it's been 25 years since your brother said those words.

And, we're ready to go in Springfield. Please come over and see how it operates.

The CHAIRMAN. Great. Okay.

Ms. WHITE. Thank you.

The CHAIRMAN. Thank you very much. Very good.

Thank you again.

[Applause.]

The CHAIRMAN. Marjorie Bakken.

## STATEMENT OF MARJORIE BAKKEN, ACADEMIC DEAN AT WHEELOCK COLLEGE

Ms. BAKKEN. I'm Marjorie Bakken. I'm the academic dean at Wheelock College.

And, continuing with your metaphor, I want to begin with the heart.

About 30 years ago, I was a young schoolteacher, and responded to President Kennedy's call to serve my country in the Peace Corps.

I was a Peace Corps volunteer in the Philippines from 1961 to 1963. That experience was a formative one in my life, and changed the way I looked at both all the work that I had done in my life, and the way I had structured my own personal life.

When I saw Sarah Ann Shaw, here from Channel 4, I remembered that I—when I came to Boston as a student, I worked in the Northern Student Movement.

I have worked in Action For Appalachian Hills in Charleston, West Virginia, and then Head Start here in Boston.

As a being, I need to speak to reason. And I work with undergraduates who not only serve in the Washington Education Project, with Norman Manassa, we do give credit for the kind of literacy tutoring that's done. Our students do work in that experience in Freedom House in Roxbury.

They also have, for years, because we're a college that prepares human service professionals, been—been working in many social welfare agencies and schools in Boston.

The benefits to young people are outstanding and amazing—as they were in my own life.

Students who work on behalf of other people, not only understand other people, but they understand themselves, they understand their communities, and they understand their nation better.

They also understand that the problems in the world are human problems, which can be put on a human scale, which they can do something about from a human perspective.

They also, I think, take on a new kind of national perspective. As the Peace Corps did with me—it gave me a global perspective—it creates a new kind of patriotism, a better kind of patriotism, for our country.

The one last thing I urge you to do in addition—I—of total support of this—of this bill—all the human service professionals we know, support this bill—is that I urge you, when you make the proposal to Congress, to do what Dr. Cole suggested, which is: For substantial service, that there be some loan forgiveness for college students. And I mean substantial service.

Thank you.

[Applause.]

The CHAIRMAN. Good. That's good.

We would ask you just on that point, to give some thought to it.

You know, we've provided some loan forgiveness, I believe it's 15 percent in the Peace Corps, per year on this.

We had an old National Health Service Corps, which I was a very strong supporter of. You know, one of those crazy programs from the 60s where we had medical people serve in under-served areas. That was geographic but it also could have been in the inner city. And they were able to get relief.

The real balance—and, maybe you'd give some thought to it—and others who have been with us—is: We really want this to be a voluntary program, and a program that's a service program—not one that is just, you know, a loan-forgiveness program.

And, you know, I'm for loan forgiveness, and I'm for the voluntary program, but it's how you measure that in a way that's going to continue the concept that this is really a volunteer program and people are doing it because of that aspect of it, rather than getting the loan.

Now, having said that—and I think maybe we can all agree on that—but, having said that, when you look at what has happened in the education programs, and the fact that so many of the young people are so heavily encumbered, and there is so many aspects of needs—whether it's teaching, or local law enforcement—I mean, you can get a whole range of needs—nurses—a whole range—we ought to try and see how we can come to grips with that, as well.

And, you know, there are people of good faith who are concerned about both of these qualities. You know, we need their guidance. And I'm absolutely open as to how you adjust these matters; but it's something which we ought to be more creative in dealing with.

I'm glad you raised it as a final thought. We are giving a lot of thought to it; but these are some of the dimensions of it, and we're trying to sort of feel our way going through it.

I know there a lot of people who are educators here, and also very much involved in the voluntary program. And, to the extent they can give us some guidance, we'd very much welcome it.

I want thank all of you. We have a number of people here that have stayed the course during this hearing and I appreciate that.

We've also gotten a number of excellent suggestions.

Obviously, this is not the final hearing. We have had three hearings, now. We'll hopefully have enough material to move towards a greater focus—in terms of the legislation—and we'll permit some subcommittees to focus on some of these measures.

We didn't talk so much today about the impact of different programs on our seniors, but the subcommittee will explore how we're going to have a component for our seniors in these programs.

Also explored will be the impact these programs will have on Vista, for example—or the Peace Corps, and the other ACTION programs.

Our committee deals with a whole range of these questions. And it will give our subcommittees a chance to chew on some of these measures, as well.

I've indicated that we are going to try and see if we can get an expansion of the Vista Program. It's been cut back significantly. It's a small program, but important.

And we want to bring these measures together; hopefully, in a way that will have a very broad support. And that's what is certainly my intention.

And we will look forward to keeping any of those that are interested abreast of the progress that we're making. And we'll continue to value your suggestions.

Congressman Neal is active in the program in the House, Major Owens is the chairman of the committee in the House that will be considering this program, and he will be a co-sponsor of our legislation.

So, we have a way to go.

We have indicated to the administration that we want to work with them, we want bipartisan support, we want the support of the President. This is not a partisan issue; it's a national, American issue.

And there's enough need in our society that it should require the help of all—the very young, and the old, and all of us in between.

So, I want to thank you all very much. I want to thank Chuck Daly, all of the administrators here at the Kennedy Library, for all of their cooperation, and all those that have been helpful.

I was going to say, you've probably enjoyed the scenery more than I did, but I've enjoyed the scenery very much in looking at the faces of those who are concerned about the quality of life of our fellow citizens.

The Committee will stand in recess.

Thank you very much.

[Applause.]

[Whereupon, at 12:35 p.m., the hearing adjourned.]

# NATIONAL COMMUNITY SERVICE ACT OF 1989

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## FRIDAY, APRIL 21, 1989

U.S. Senate,
Committee on Labor and Human Resources,
*Washington, DC.*

The committee met, pursuant to notice, at 10:04 a.m., in Room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Hatch, Kassebaum, Durenberger, and Cochran.

### OPENING STATEMENT OF SENATOR KENNEDY

The Chairman. We will come to order.

I would like to welcome our distinguished witnesses to the Labor Committee's fourth hearing on national and community service legislation.

We are especially pleased that the Secretary of Energy, Admiral James Watkins, is able to join us today. It seems, Admiral Watkins, when any Administration has a tough job to do, they call on you; we look forward to having you before our committee this morning.

This is the first time that the Bush Administration has testified before the Congress on the subject of national service. We are looking forward to hearing from Admiral Watkins and working with the Administration on this important issue.

Several approaches are being considered by the committee. Senator Pell, chairman of the Education Subcommittee, has proposed enhanced educational benefits to young people who spend two years in national service. Senator Mikulski, in a proposal modeled on the National Guard, would encourage part-time service in exchange for education or housing vouchers. Senator Dodd has proposed a full-time Youth Service Corps based on the model of the Civilian Conservation Corps and current programs in a number of States. My own proposal, Serve-America, would provide opportunities for students from kindergarten through college to serve their communities as part of their education. I also plan to introduce legislation to double the size of the current VISTA program and expand the Older Americans Volunteer Programs.

We are also considering the comprehensive proposal by Senator Nunn to redirect Federal education spending in a way that will encourage national service. A number of other Senators have also recommended ideas and bills for our consideration, and we intend to move forward as expeditiously as possible.

Today we will explore several principles that should underlie our approach to national service. First, we should build on existing programs in the States, in the communities and in the schools.

We have with us today representatives of two excellent State programs, along with two students who have participated in those programs. They will let us know what has worked in Vermont and Pennsylvania and ways in which we can build on those successful programs.

Second, service opportunities for young people should include a learning component. Several distinguished educators are with us today to discuss the appropriate role for schools in national service.

Finally, while programs should offer participants opportunities for meaningful—not "make-work"—services, they must not displace paid employees. We will hear from union representatives this morning who share that concern and who will offer guidance on how to prevent displacement.

We look forward to the testimony of all of our distinguished witnesses.

Senator Cochran.

## OPENING STATEMENT OF SENATOR COCHRAN

Senator COCHRAN. Mr. Chairman, thank you very much.

I want to welcome also the witnesses and especially the Secretary of Energy, Admiral James Watkins, to our committee. It is not often that this committee has the opportunity to work with the Energy Secretary, so it is a special pleasure to have him here with us today.

The Secretary is a very good example, Mr. Chairman, of an unselfish volunteer who has contributed substantial amounts of his time and effort to community service. Also in the 1970s, as the Director of Enlisted Personnel of the U.S. Navy, he served as a motivational catalyst for volunteerism for thousands of men and women in the Navy. He emphasized to them that we all have a responsibility to our communities and to our Nation.

I think it is particularly appropriate that he is here today to outline the President's views on volunteerism and community service.

Every American indeed should have a sense of responsibility and offer to serve his community and to help solve problems that face our society and those in our society who suffer special problems. It seems to me that we must encourage voluntary service at an early age. Many parents, churches and schools already provide this encouragement, but there are many who are not included. Perhaps the role of the Federal Government should be as motivators, as leaders, rather than mandators, of community service.

I can think of no better person to develop this concept of leadership than President George Bush. I know that this committee will consider the ideas and suggestions of this Administration very carefully in the coming weeks.

I hope also that every effort will be made to develop a consensus on this issue and to refrain from embarking on a course that leads to confrontation or inevitable partisan disagreement.

Thank you, Mr. Chairman.

The CHAIRMAN. We certainly agree with the last statement, and that is why we welcome Admiral Watkins. We have had the opportunity to hear Admiral Watkins in the Armed Services Committee, although I haven't in the Energy Committee since I'm a member, but we also take note of your services as the Chairman of the AIDS Commission. You made a series of recommendations which were enormously constructive and positive and were reflected in the important legislation that was passed. The legislation came out of our committee in a bipartisan fashion and passed the Senate and has been signed into law. So we recognize the wide dimension of your public service, and we look forward to your testimony.

## STATEMENT OF HON. JAMES D. WATKINS, SECRETARY, U.S. DEPARTMENT OF ENERGY, WASHINGTON, DC

Secretary WATKINS. Thank you, Mr. Chairman.

I have submitted to you a formal and rather lengthy statement which I would ask be entered in the record.

The CHAIRMAN. It will be made a part of the record.

Secretary WATKINS. I think it might be useful, Mr. Chairman, just to add a little bit to what Senator Cochran said about my background and why would I, as Secretary of Energy, appear here to represent the Administration.

Well, I have had a significant opportunity to work on this particular issue with members of the staff and members of this particular committee, particularly Senator Pell and his able staff members, David Evans and Ann Young. In fact it was my program within the Navy called "Personal Excellence and National Security" which embodied the concept of youth community service as an integral part of our responsibilities in the public/private venture that I think helped inspire some of the Title I and Title II reauthorization wording last year on the Senate portion of that bill; and actually in the bill, we had inclusion of a community service personal excellence component as one of the allowable activities under Chapter II Block Grant Program.

I have been working with the Carnegie Council on Adolescent Development, and in fact one of your members, Senator Kassebaum, has joined me on that particular council for the last two and a half years. We are about to publish a new middle-school curricular concept which embodies as the central component, youth community service, as an integral part of the program. I was very instrumental, I think, with Dr. Hamburg and others including Frank Newman, the Education Commission for States President, working with the Governors 'Association, to help ensure that we took advantage of the tremendous potential that youth community service would have as an element of self esteem-building and building the self-worth and human dignity of individuals so important if we are going to implement the education and health reforms that we so desperately need, particularly with our very young.

So with those brief comments on my own background and my personal interest in this area, I would like to proceed with my oral comments.

Mr. Chairman, on behalf of the President and his Administration, I want to express my appreciation for the opportunity to testify before this committee today on the principles of the President's Youth Entering Service—YES—initiative.

As many of you well know, serious problems now exist in our Nation such as drug abuse, homelessness, and illiteracy. Current rates of school dropouts and teenage pregnancy are staggering. These problems threaten the integrity of our most important natural resource—healthy, well-educated, motivated young people.

At the center of many of our worst domestic problems are good people who are almost totally disconnected from a health, close-knit, caring, strong and supportive community, including a family. A disintegrated community is what leaves an individual desolate, alone, alienated, disoriented, powerless, unloved, insecure, unhappy, and most debilitating of all, without any self-esteem.

Many of these problems have challenged the ability of our public and private institutions to fully solve them. It is President Bush's view that we need a new national commitment to community service—a Presidentially-led public/private partnership to properly foster use of this important and powerful tool.

We believe that every young person has gifts to give and the Nation is now in desperate need of these gifts. The President's YES initiative will tap and channel the energy and enthusiasm of America's young people and awaken youth to the value of community service.

And then in the formal statement, the purposes of YES are listed, and I think it is important to go through those. First, to call all to action, and especially the young, so that by the year 2000 every American will be engaged in some meaningful form of community service.

Two, to instill young people with that sense that the Nation is theirs to inherit, and that it is therefore in their interest to improve the lot of their fellow citizens.

Three, to expand the capacity of existing service organizations to absorb new volunteers into meaningful service opportunities with specific emphasis on the young.

Four, to promote community service through the means of existing and new programs and initiatives in every community.

Five, to improve the quality of life in America by attacking the most fundamental socio-economic problems in the country at their source—that is, the disintegration of communities and families and the resulting sense of loss of self-esteem among young people.

Six, in the context of community service, each young person should be made to feel a part of the "social compact", with an obligation to do his or her part to better the lives of other people, particularly other young people, in his or her community.

Seven, to ennoble young Americans and improve their lives by instilling in them a lifelong sense of concern, compassion and obligation to others.

And eight, to remove barriers to service, including the high cost of liability insurance, through tort reform and other measures.

And then, Mr. Chairman, we list in the statement the President's principles which will guide the YES initiative. He talks in there about the centrality of service. I would just highlight that the President believes it is critical to the Nation's future and to the character of a young person to instill at an early age the notion that service to others is a necessary part of any definition of a successful life.

YES is based in part on the principle of unselfish giving to others, which is best internalized through life experiences starting at one's earliest years. This is why the range of K through age 25 embodies the scope of the President's program. The very heart of many of the problems of youth is the lack of self-esteem, as I mentioned earlier. Service to others builds self-esteem, proves self-worth, and proves that fact that you can make a difference.

Then he lists the scope of the challenge as being a challenge to every individual and institution in society—Federal, State, local, Government employees, corporations, law, consulting, accounting, and other service firms—hospitals, unions, churches, synagogues, mosques, service and civic organizations and associations—to devise and implement their own program to meaningfully improve the quality of life for young people and to involve young people in community service.

What he is trying to do here is to tap the incredible resource we have in our youngsters that has not been tapped to date as being part of the solution instead of the butt of the criticism that they are the problem.

The nature of community service, then, is outlined in the formal statement. I would point out that through YES, young people will not be financially compensated by the Federal Government for their service. In fact the principle here is motivation for service that should come from a sense of civic obligation rather than the promise of remuneration.

However, we are quick to point out that community service will be acknowledged and encouraged by awards, commendations, and other forms of recognition and incentives to be given by all levels of Government and every significant private institution in the community.

Through the YES movement, community service will be integrated into a young person's everyday life. That is the objective. It is essential that a person's service experiences be incremental in nature, beginning at an early age, with progressively more sophisticated opportunities and learning experiences as he or she grows older.

YES programs will meet real community needs. Such programs must be meaningful and purposeful. This means young people engaged in meaningful work, meeting real needs identified by the communities themselves—not artificial or theoretical ones.

We also point out that programs should stress collaboration and linkages among schools, human services and youth service organizations, businesses and other community actors.

To the maximum extent possible, young people and adults will be encouraged to work in teams, out of the belief that teamwork teaches young people positive values of cooperation, collaboration, esprit de corps, and mutual understanding and appreciation.

On the subject of leadership, the President believes that YES to America should identify, develop and energize new generations of community leaders who will see service as the most rewarding and exciting career opportunity. Ultimately, the bulk of youth work should be devised and implemented by young people themselves through existing or new institutions or even through individual initiatives.

Finally, the role of Government. We believe that community service is not intended to be a substitute for Government social spending, but rather a supplement and complement thereto.

Mr. Chairman, the President's YES to America initiative differs from other proposals in that he calls for the involvement of all young people, the involvement of every adult and institution in a partnership with young people, a movement that is grassroots and community-based, a movement which will not be administered from an existing Federal agency, a movement that does not compensate individuals for what should be an obligation of citizenship, a movement that develops in young people a lifelong commitment to service.

Mr. Chairman, at this time, final decisions are being worked out as to the details of the YES to America initiative. I hope that the committee will support YES to America, and through the President's bold initiative, we have an opportunity to make a significant impact in our communities on the lives of our young people and improve the future of our country, and we believe now is the time to act.

Thank you, Mr. Chairman.

[The prepared statement of Secretary Watkins follows:]

## TESTIMONY OF ADMIRAL JAMES D. WATKINS

## BEFORE THE

## SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

April 21, 1989

## YES TO AMERICA

Mr. Chairman, on behalf of the President and his Administration I want to express my appreciation for the opportunity to testify before the committee today on the principles of the President's Youth Entering Service - YES initiative.

As many of you well know, serious problems now exist in our nation such as drug abuse, homelessness, and illiteracy. The current rates of school drop-outs, and teenage pregnancy are staggering. These problems threaten the integrity of our most important natural resource, a healthy, well-educated, well-motivated young people. At the center of many of our worst domestic problems are good people who are almost totally disconnected from a healthy, close-knit, caring, strong and supportive community - including a family. A disintegrated community is what leaves an individual desolate, alone, alienated, disoriented, powerless, unloved, insecure, unhappy and, most debilitating of all, without any self-esteem.

Many of these problems have challenged the ability of our public and private institutions to fully solve them. It is President Bush's view that we need a new national commitment to community service, a Presidentially led public-private partnership to properly foster use of this important and powerful tool.

We believe that every young person has gifts to give and the nation is now in need of these gifts. The President's YES initiative will tap and channel the energy and enthusiasm of America's young people and awaken youth to the value of community service.

**The purposes of YES are as follows:**

1. **To call all to action, and especially the young, so that by the year 2000 every American will be engaged in some meaningful form of community service.**

2. **To instill young people with the sense that the nation is theirs to inherit and that it is therefore in their interest to improve the lot of their fellow citizens.**

3. **To expand the capacity of existing service organizations to absorb new volunteers into meaningful service opportunities with specific emphasis on the young.**

4. **To promote community service through the means of existing and new programs and initiatives in every community.**

5. To improve the quality of life in America by attacking the most fundamental socio-economic problems in the country at their source: the disintegration of communities and families and the resulting sense of loss of self-esteem among young people.

6. In the context of community service, each young person should be made to feel a part of the "social compact," with an obligation to do his or her part to better the lives of other people, particularly other young people, in his or her community.

7. To ennoble young Americans and improve their lives by instilling in them a lifelong sense of concern, compassion and obligation to others.

8. To remove barriers to service including the high cost of liability insurance through tort reform and other measures.

Mr. Chairman these are the basic principles which will guide the YES initiative:

A. Centrality of Service

While the Administration does not endorse compulsory community service, what is needed in America today is systemic change in thinking which leads to the expectation that every young person will engage in community service - service must become the norm of our society.

The President believes that it is critical to the nation's future and to the character of a young person to instill at an early age the notion that service to others is a necessary part of any definition of a successful life.

YES is based in part on the principle of unselfish giving to others, which is best internalized through life experiences starting at one's earliest years. At the very heart of many of the problems of youth is the lack of self esteem. Service to others builds self-esteem, proves self worth and proves that fact that you can make a difference.

The President believes that programs devised pursuant to the YES initiative should demonstrate and instill the notion that service to others is the highest calling of human life.

### B. Scope of Challenge

The President will challenge every individual and institution in society (e.g., federal, state, and local government employees, corporations, law, consulting, accounting and other service firms, hospitals, unions, churches, synagogues and mosques, civic and service organizations and associations) to devise and implement their own program to meaningfully improve the quality of life for young people and to involve young people in community service.

"YES to America" will provide a framework around which all people in America will be united in a collective effort to improve the quality of life in their respective communities and, thereby, in the nation as a whole.

Through YES to America, all people, and most particularly, those between the ages of kindergarten to 25 will have the opportunity to engage themselves in community service. All young people means students as well as dropouts, the poor, the affluent, the disabled, the delinquent.

### C. Nature of Community Service

The President believes that institutions in society may, if they choose to do so effectively mandate service by creating incentives and offering inducements. For example school districts may consider service for promotion; colleges and universities may wish to consider service for admission and graduation; employers may use service as a hiring and promotion criterion.

Through YES, young people will not be financially compensated by the federal government for their service. The principal motivation for service should be a sense of civic obligation rather than the promise of remuneration. However, community service will be acknowledged and encouraged by awards, commendations and other forms of recognition to be given by all levels of government and every significant private institution in the community.

YES will strive to assure that service opportunities, informational materials and educational programs will be sensitive to the unique needs and differing perspectives of diverse groups and peoples. Programs and activities will be specifically designed to maximize the particular skills and capabilities of discrete age groups.

Through the YES movement, community service will be integrated into a young person's everyday life.

It is essential that a young person's service experiences be incremental in nature, beginning at an early age, with progressively more sophisticated opportunities and learning experiences as he or she grows older.

The range of service options now available through existing service organizations should be maintained and strengthened as a healthy example of diversity and freedom in American life. The ideal of free choice can be undermined if large-scale government programs are implemented in ways that compete with or overshadow the important work of others.

YES will encourage existing programs and new programs organized in and by local communities. The strengths and capabilities of existing community youth programs should be utilized and expanded. Not only will this avoid "reinventing the wheel", but also it will be cost-efficient, limiting start-up costs for new programs.

Service opportunities are most fruitful for both the provider and recipient of service if the experience is devised on an individualistic basis, taking into account the convictions, motivations, interests and commitments of the provider and recipient. Such goals are best fostered by diverse, small programs devised, implemented and managed by numerous agencies and non-profit organizations accountable to and supported by local communities.

YES programs will meet real community needs. Such programs must be meaningful and purposeful. This means young people engaged in meaningful work, meeting real needs identified by the communities themselves, not artificial or theoretical ones.

While there should be an emphasis on individual agency efforts, such efforts should be developed as part of local community-wide planning which involves existing service agencies, new agencies and organizations created in communities by communities, schools, churches, unions, adults and young people themselves. Programs should stress collaboration and linkages among schools, human service and youth service organizations, businesses and other community actors.

Citizenship is an integral part of a good education. The nation's educational goals and the notion of community service are complementary. Efforts will be made to bring to the attention of all students the concept of community service.

To the maximum extent possible, young people and adults will be encouraged to work in teams, out of the belief that teamwork teaches young people positive values of cooperation, collaboration, esprit de corps and mutual understanding and appreciation.

### D. Leadership

The President believes that YES to America should identify, develop and energize a new generation of community leaders who will see service as the most rewarding and exciting career opportunity.

Ultimately, the bulk of youth service work should be devised and implemented by young people themselves through existing or new institutions or even through individual initiatives.

### E. Role of Government

Community service is not intended to be a substitute for government social spending, but rather a supplement and complement thereto.

Mr. Chairman, the President's YES to America initiative differs from other proposals in that he calls for:

- The involvement of all young people;
- The involvement of every adult and institution in a partnership with young people;
- A movement that is grassroots and community based;
- A movement which will not be administered from an existing Federal agency;
- A movement that does not compensate individuals for what should be an obligation of citizenship;
- A movement that develops in young people a lifelong commitment to service.

Mr. Chairman, at this time final decisions are being worked out as to the details of the YES to America initiative. I hope that the committee will support YES to America. Through the President's bold initiative, we have the opportunity to make a significant impact in our communities, on the lives of our young people, and improve the future of our country.

Thank you.

The **Chairman**. Thank you very much, Admiral Watkins.

I want to just reiterate our own very great desire to work with the Administration. I had the opportunity to talk with Roger Porter about five to six weeks ago about this very subject, and we are very eager to work with the Administration. As I hear your testimony and re-think the proposal that I have introduced, it seems to be perfectly consistent with the goals which have been outlined in your program. It stresses the voluntary aspect of the program; it has an educational component, hopefully; it has a service component, and it is a school-based program.

I want to reiterate our desire to work with the Administration. We are very hopeful we will hear from the Administration. We are now into April; May is just around the corner. We know that the task force has been set up in the House of Representatives to make recommendations. They are reviewing a number of different proposals that have been introduced in the House.

So we are eager to move this process along. We have the budget recommendations already in the various functions of Government in which, if there are going to be some resources, the Administration has requested resources to do it. That process is moving down the road. I believe we will take the budget item in early May and appropriations after, and if there is going to be even a limited component in terms of getting this program going, we really have to start defining the program.

So I am very hopeful that when you talk with the Administration or with Mr. Porter, who is working on the domestic agenda, that you will indicate once again to him our eagerness to work with him and with the Administration in fashioning a program.

I do not know whether you have had a chance to look at the various different service proposals.

Secretary **Watkins**. No, I have not, Mr. Chairman. I am familiar with some of them in the past. I am not particularly familiar with yours, although I have the highlights of your bill, which I agree that it sounds quite consistent with many of the principles and concepts that are in your own proposal.

The **Chairman**. Well, different members of our committee have introduced different approaches, and we hope in the very near future to try and sift through those and see if we cannot find some common ground.

One of the concepts behind some of the proposals is the concept of earning the benefits. That underlies a number of the different proposals, and in a very significant way underlies the proposal of Senator Nunn, who believes strongly that individuals should be willing to earn what benefits are going to be available to them in terms of service—in this case, in the educational field.

I for one am not opposed to earning educational benefits—I strongly supported the Montgomery proposal for the military services, where individuals when they join the service, put aside a certain amount of their salary, and it is matched by the Federal Government, and the educational benefits are available to that individual either in the service or when they leave the service. I understand it has had an important impact not only in strengthening and improving the quality of the individuals in the armed forces, but it has also been an important incentive for service in the military.

So as a concept, I am not opposed to the Nunn bill, but I do have some considerable concerns about what the impact of the Nunn proposal would be on education policy.

You mentioned in your testimony that you believe the program ought to be completely voluntary and not be mandated.

Secretary WATKINS. Yes, not be mandated.

The CHAIRMAN. That is an important concept. So for any individual who is going to be involved in the program, it ought to be voluntary and not mandated. In addition, there are some communities that require a certain amount of service in order to receive high school diplomas.

Secretary WATKINS. Well, we would not preclude that, Senator, but I think that is a curricular that we would like to leave to those people——

The CHAIRMAN. Locally, okay.

Secretary WATKINS [continuing]. Locally, and stay within the principle that we would applaud that sort of thing. We have seen where it is working in Atlanta, Georgia, for example, very well today, with 75 hours of required community service. It is useful community service, and it is well-done, but it is not the total package that you are talking about in this initiative.

This is a precursor to entering adult life as an 18 year-old, entering the work force. In other words, we built a base of understanding of the importance of community service, both its academic as well as practical underpinnings. So when that individual comes up and wants to go into national service, whether it is military or nonmilitary, they are totally ready and motivated for it. This is the whole idea, to take advantage of the motivational opportunities.

So this is not just a high school thing or even a junior high school thing. It is an entire structure built up from the very foundations, even to preschool. Although this is the K through 25 period, we all recognize that health is an important part of it, so this could be part of the community service action program, to build a base of youngsters who want to serve their country in any capacity. We award and applaud all of that in terms of incentives, and we would hope that local people would set up the proper incentives not to penalize, but to incentivize, individuals to want to do these sorts of things.

The CHAIRMAN. Okay. Let me get back to the other point and that is community service for various entitlements. Where do you come out on this issue? That gets back to the concept of the volunteerism. Is it going to be voluntary, and the only result is the goodness that you give to the community and the goodness obviously that you receive yourself—or, do you say it is going to be something else?

Secretary WATKINS. No, sir. We believe it should not be financially compensated by the Federal Government for this kind of service, because we feel that that is inimical to the very objectives we are trying to instill in all of our young people and in fact the adults, so that we have a commitment for life that we are key to this Nation's survival as the free world leader, and this is probably the guts of the variety of issues that surround such things as our lack of economic competitiveness and the readiness of the work force and the motivation of our youngsters, the million that drop out every year; this is absolutely essential to it. Therefore, to reward something that we feel is part of our democratic way of life doesn't seem to be quite right.

That does not mean that they could not move into jobs that are then compensated, such as a national service role in one aspect would be the military, which I am familiar with where, when they get in there, they are compensated for that. But I am not talking about that. I am talking about we are not going to pay off and give chits for this. This is our responsibility, and it seems to me that can be put in the basic core curriculum and the education base of our people growing up through the various maturation processes as they approach adulthood.

The CHAIRMAN. Well, I agree with the concept, although I have found exceptions, like the National Health Service Corps, to provide partial forgiveness for loans for doctors to serve in underserved areas. It is always amazing to me—that the taxpayers pay 63 percent of medical education, and yet there are only three qualified students for every slot. And we have vast areas of this country that do not have primary care, whether it is rural areas or in the inner city.

Secretary WATKINS. I cannot speak for the President, Mr. Chairman, but I am sure he absolutely understands that an encourages that.

You know, we put in our recommendation that we must bring the National Health Service Corps back to life. We took the moneys out of that, and it was a tragic mistake, for these are the people who go into the underserved areas. So while there is an incentive for them to come into it, the payback is their service for seven years in these tough areas. And if we do not do that kind of thing, we are not going to get the incentives to move in. So those to me are incentives, not remuneration, because the remuneration is returned in kind by the tremendous service that they perform in these tragic and tough areas.

The CHAIRMAN. Well, that is good news. When we try and breathe a little life into that program, I will remember that, because I could not agree with you more.

Now let me ask you this. I believe there should be important opportunities for service for seniors. I hear your emphasis on the K through 12 and then the opportunities for service after. But clearly, there ought to be opportunities for individuals both in their mid-career and particularly for seniors, who may have more time and have the talents. You see the opportunities for service by seniors as being an important part of a voluntary program.

Secretary WATKINS. Absolutely. I think it is absolutely critical. I think the focus here of K through age 25 is to set a pattern in the country that says this should be our way of life. It does not try to screen out anyone; in fact, it demands the participation of everyone in society today, and certainly we would expect industry, the churches, everyone in the workplace to be totally involved in this. This should be our way of life.

The focus on getting this into the fundamental concept of development of our young people, I think, is the catalyst to get the entire Nation involved. We certainly do not limit in any way the focus and need to bring everybody into this game, because it is a very important on for all of us.

The **Chairman**. We also have the ACTION program, and the Serve-America program that I support would really work through the State agencies and through the Department of Education. But other programs which are supported by other members of the committee work through the ACTION agency. There is uniformity on this committee of not wanting to set up a new bureaucracy or set up a new administrative structure. I hope you will take a good look at the existing agency structures, because I think both ACTION and the Department of Education can play an extremely important role.

One of the recommendations made to me is to see if the President might make an Executive Order for the various Cabinet positions within their jurisdictions to develop voluntary programs. I think all of us have been around here long enough to know that you cannot assign a new function to an agency unless you give them some more resources. That is the usual response that you hear. But it would seem to me that as someone who has done that within a very important institution, the United States Navy, that you might agree there should be opportunities in each of the agencies of government right now to begin this process. There is some effort, as I understand it—the Department of Interior has some limited programs.

But maybe you could take a look at that concept; I would be glad to give you a note on it——

Secretary **Watkins**. Yes. The Administration is preparing legislation now that they expect to have up here in one month. They have taken this time because of the need to touch base with the hundreds of organizations—you mentioned one, ACTION, of course—which are dedicated to similar tasks. But this is an effort to corral these tremendous resources of goodness out there and pull them under Presidential leadership in the form of a foundation, a $25 million a year foundation, for the next four years, matched by private funds as outlined in the President's "Building a Better America" submission to the Congress on the 9th of February.

Let me just take a minute to talk about ACTION, for example. ACTION fulfills an important role in the Federal volunteer agency business, but it is one of countless organizations—State conservation corps, 4-H, rotary, high school community service organizations, and Boys and Girls Clubs of America, and so forth—all of these are very important. But the President also feels that YES should not be housed in ACTION for the same reasons it will not be housed in Education, Labor, HHS, in a religious or civic organization, because he feels it is a nationwide movement that he must lead as President of the United States.

Now, for example, in the Department of Energy, we are moving out aggressively—and I am having a conference this fall at the University of California to bring together the best intellectual minds we have—and we have many in the Department of Energy in our laboratories—to begin our contribution to this YES to America.

We believe, for example, that at our Ferme Laboratory south of Chicago, we can bring in the underprivileged, people who have never seen the tremendous opportunities they have, and encourage them to co me into fields that are so important to the future technology and survival of the Nation.

So these are the kinds of things we are going to be heavily engaged in. We are bringing in a child development center there—not a childcare center—a child development center in the Department of Energy for the first time—it has never been there—to be able to watch these kids in a preschool role, to see how they are doing—are there slow learners, are there ones with hearing problems, sight problems, handicaps, where we can make reference, and then pick up from there and move to an elementary school that we will begin to be patron for, much as we now have Woodrow Wilson High School here as our adopted school. So we will get much more involved in a continuum of life sciences from the very start, all the way up, so that at least we are doing our part through our laboratories and facilities to engender this kind of involvement.

We would hope an organization like Campus Compact, with the university students who are now engaged in this—over 100 universities—in youth community service, would allow their students to participate with us, bring the kids to us, the 10- to 15-year-olds, bring in a mentoring concept to take these kids and hand-hold with them so they stay in the mainstream.

So we in the Department of Energy, because of our interest in this, will be a key player, and I hope all other departments—and I am sure they will—will do the same kinds of thing, so we can set an example for the Government as a whole. And I think housing it in any one particular branch of Government would probably be a mistake for that reason.

The CHAIRMAN. Well, let me just say that that sounds very useful. I think today the President could actually issue an Executive Order for all the departments to find ways to carry forward his own concepts, the concepts which are included in your statement. I mean, it is encouraging that you are doing it——

Secretary WATKINS. He has already challenged us, and as you know, he has brought aboard a Deputy Assistant, Mr. Greg Petersmeier, who is absolutely superb in this area and will be the author of the bill for the President, right in synchronism with what I just told you.

The CHAIRMAN. So I understand, then, we will get the legislation within a month?

Secretary WATKINS. Yes, you will.

The CHAIRMAN. Thank you.

Senator Kassebaum.

## OPENING STATEMENT OF SENATOR KASSEBAUM

Senator KASSEBAUM. Thank you, Mr. Chairman.

I would just like to say welcome, Mr. Secretary.

I applaud President Bush for the focus that he has given to voluntary service and can think of no more effective spokesman than yourself to come and present the concept.

You have had a longstanding and deep commitment to youth and youth service, and we chair, Mr. Chairman, jointly on the Carnegie Council on Adolescent Development, which I think is doing a wonderful job. Admiral Watkins presented testimony there, I think, a year or so ago on the importance of youth service.

I personally strongly believe in the voluntary concept and the concept as outlined by the Secretary regarding the YES program, and particularly the statement of the thesis behind it when you say, "in the context of community service, each young person should be made to feel a part of the social compact". This is why I have believed it is important for junior high schools or high schools to offer and require their students to give some time in community service, because it is through that involvement that you understand the needs of your own community and what efforts it takes to get involved to help improve a situation or to improve the quality of life in one's community.

So I think we are on the right track, and I appreciate your coming to initiate this endeavor.

My apologies for not being able to stay, Mr. Chairman, for the whole meeting. Fortunately, with recessing early, I am on my way to Kansas for a little community work.

But I thank you very much, Admiral Watkins.

Secretary **WATKINS**. Thank you, Senator Kassebaum.

The **CHAIRMAN**. Senator Durenberger.

## OPENING STATEMENT OF SENATOR DURENBERGER

Senator **DURENBERGER**. Thank you, Mr. Chairman.

Admiral Watkins, when you said you were going to have all of your people together in California, I turned to my voluntary action colleague and asked, "How come nobody meets in Wichita?" I mean, isn't Wichita sort of the middle of the United States of America, and if you want all of these folks to get together and deal with these problems——

Senator **KASSEBAUM**. That is a good idea.

Senator **DURENBERGER**. Mr. Chairman, just to express a concern about the subject. Like everybody, I guess we all come to voluntary service one way or another, through a variety of life experiences. But I came to national service back in the early Seventies when George Romney asked me to be on the board of what was then the National Center for Voluntary Action, and that is the first time I discovered there is a difference between "voluntarism" with an "a" and "volunteerism" with two "e's". And I have noticed that most people still do not understand that distinction, so I have not improved the definitional problem in this country.

But one of the frustrations that I would like to share with you of those of us who worked on behalf of volunteers as opposed to the association of voluntary organizations, which is represented probably under the largest umbrella in the independent sector and some organizations like that, the frustration that we had was that, at least in the Seventies, there was never any communication between those of us out in the private sector and the Government. I mean, we could not get inside the White House, for example, the Republican or Democrat White Houses, in the Seventies——

The **Chairman**. I couldn't, either.

Senator **Durenberger**. Yes—for different reasons. [Laughter.]

But since then, things have begun to change, and I guess it was last week we went over to the White House for the eighth straight time, and the President and Mrs. Bush were recognizing the work of volunteers.

But I have noticed, even though you love to get inside the White House, that there is a reluctance on the part of volunteers to be told exactly when to work, how to work, how to do it. So as we go about developing legislative policy in this area, I suppose I would just bring sort of a note of caution, which is better to enable people than to in some way or another describe how you want them to participate.

On another committee that I am on, the Finance Committee, Senator Armstrong and I have had the most difficult time trying to get a realistic reimbursement through the Tax Code for mileage—a simple little thing like reimbursing people for mileage using their automobile. It is incredibly difficult to enable people in a very simple way just to help them hold down their costs. And there are other areas in which we, I think, can make a contribution to this enabling effort, and I have just cited one of them—working in the area of liability, eliminating problems of personal and professional liability.

So I am glad we are having this series of hearings, and I am glad we are thinking about it in the concept of national service, but I guess my comments are designed to say that all of us ought to think about it in the much larger scope that there are many policies today in which we interfere with voluntary action on the part of our citizens.

Secretary **Watkins**. We would agree with you, Senator, for sure. I think you will find that this whole package that the President is preparing, and my statement, are very consistent with your concern. This is an enabling concept. It is a concept that leans on the tremendous goodness that is already out there. It needs mobilization in the sense that it needs Presidential leadership. The President wants to bring that leadership on a continuing basis, not just a one-shot basis, so that there is a foundation and a process that everybody can look to and say we know where it is, we know where the network is set up, so we can give some hope to some of these volunteer organizations that have been so wonderful that there is somebody at the top, listening to them. And I think maybe your access to the White House on volunteerism will be enhanced a great deal by this.

Senator **Durenberger**. Thank you, Mr. Chairman.

The **Chairman**. Thank you very much, Senator Durenberger.

Senator Hatch has joined us, and we know he is very interested in this legislation. We have heard, Senator Hatch, that the Administration will be sending its legislative recommendations within a month, and we are looking forward to that.

We recognize you for any comments or questions.

## OPENING STATEMENT OF SENATOR HATCH

Senator **Hatch**. Thank you, Mr. Chairman.

Welcome to the committee, Mr. Secretary, Admiral. I personally want to tell you how much I appreciated the efforts that you put forth with regard to the AIDS Commission. I know it is a different issue here today, but I just wanted to publicly say that again to you, because you had one of the most difficult jobs I think given to anybody in Government over the last number of decades, and I thought you fulfilled it about as well as it could possibly be done.

Secretary **Watkins**. Thank you, Senator Hatch.

I would like to just say that I believe that this initiative is the answer to the AIDS epidemic.

Senator **Hatch**. Well, I think it could be.

Secretary **Watkins**. It is a very, very sophisticated concept, but I believe it is so integrally tied with that self-esteem building, that motivational necessity, particularly as we look at the underprivileged and underclass of this Nation. We are hardening that now the way we are doing it. All the data we had on the AIDS Commission pointed this way. And I would have to say that this is key; this is going to be the answer, far more than condoms and clean needles. This is the substantive answer to the question, and it answers so many other issues that the Nation faces at the same time.

Senator **Hatch**. Well, I want to thank our chairman for being so interested in this as well, because I think that if we can come up with an approach that will help solve this and many other problems, it is certainly something all of us should be for.

You have been active in community service for many years, and in your testimony you mention obstacles to volunteerism. What do you believe are some of these obstacles hampering the growth of volunteerism today?

Secretary **Watkins**. I think it is probably national attitude. You know, when we were looking at the American society through the "HIV lens", as I called it, we saw a society out there that had a lot of goodness—people working, community-based organizations, doing the best they could—without any kind of a national movement or understanding of the importance that each person has in this society to our community.

We saw hostility out there toward neighbor that I did not expect to see; discrimination run amuck. And I have to say that that is symptomatic of a society that does not really believe that volunteerism is more than giving a donation to a society and not becoming personally involved with hands-on experience themselves such as I had on the AIDS Commission. That was an educational reform for me of no mean proportion. I learned a great deal by being with persons with AIDS and hand-holding with them. That meant a great deal to them and to me personally as I watched this unfold.

So I think until you do that, until you touch another human being who is in serious trouble in life, I do not think you can get the same feeling. So volunteerism to me is out there, and it is big, and it is growing, and the more people volunteer, the more they give. Those are the same individuals. What we are trying to do is to inculcate that same concept into society as a whole and get them personally involved themselves in hand-holding with the disadvantaged, the handicapped, the underprivileged in life, and see if we cannot pull them into the mainstream.

So the obstacle, to me, is philosophical; it does not cost "dough" to fix this one; but it does take a lot of leadership from you all up here, from the President, and I think that is what we are going to see here. So I think the timing is now to capitalize on the tremendous goodness that is out there in these organizations, hundreds of them, trying to do this thing on their own. This gives us a chance to pull them all together, and I think it will be exciting, and I think it can turn around our society and give us by the turn of the century a work force that is ready and motivated and doing the job.

I think it is that critical. I think we are onto the key natural resource issue in the Nation.

Senator HATCH. Well, that is great. I do not want to keep you any longer, but I do want to ask just one other question. Could you tell us just a little bit about some of the liability concerns that volunteer organizations have?

Secretary WATKINS. I would have to provide that for the record, Senator Hatch. I just do not have the details on that, and I think I would get over my head. I am not a lawyer and would have a hard time—but we will provide those for the record.

Senator HATCH. If you would, that would be just fine, because I think that has been a problem through the years——

Secretary WATKINS. Yes, it definitely has.

Senator HATCH [continuing]. And I would like to see if we maybe could come up with some solutions for that problem, especially with regard to volunteer organizations, and there are some other entities in society where we really ought to work on this.

Secretary WATKINS. We would be pleased to do that.

Senator HATCH. Some of us here on this committee are also on the Judiciary Committee, and we may be able to do something.

Secretary WATKINS. Excellent. Thank you, Senator.

Senator HATCH. Well, thank you. We appreciate your leadership in this area, and I wanted to get over and make sure that I said that.

The CHAIRMAN. Thank you very much, Admiral. We look forward to working with you.

Secretary WATKINS. Thank you very much, Mr. Chairman.

The CHAIRMAN. Our next panel will include John Briscoe, Director of PennSERVE in the State of Pennsylvania; Cynthia Brown, a student volunteer from Philadelphia; Cynthia Parsons from SerVermont, with Jacqueline Loso, who is a volunteer who is in that program. I would ask that they all come forward, please.

I want to thank Cynthia Brown in particular. As I understand it, she is a student at the Martin Luther King High School in Philadelphia and a member of the Leadership in Community Service Program.

Ms. Loso, we welcome you as well. We know you are very involved in the SerVermont program, and we are very grateful for your presence as well.

We will start with Mr. Briscoe.

## STATEMENT OF JOHN A. BRISCOE, DIRECTOR, PENNSERVE, THE GOVERNOR'S OFFICE OF CITIZEN SERVICE, COMMONWEALTH OF PENNSYLVANIA; CYNTHIA BROWN, STUDENT, MARTIN LUTHER KING HIGH SCHOOL, AND MEMBER, LEADERSHIP IN COMMUNITY SERVICE PROGRAM, PHILADELPHIA, PA; CYNTHIA PARSONS, DIRECTOR, SERVERMONT, CHESTER, VT, AND JACQUELINE LOSO, STUDENT, SOUTH BURLINGTON HIGH SCHOOL, AND MEMBER, SERVERMONT, SOUTH BURLINGTON, VT

Mr. BRISCOE. Thank you very much, Mr. Chairman and members of the committee.

I am honored to appear before you this morning to testify to the importance of youth service and to commend you for this groundbreaking legislation. I am here to share with you the experience of a Governor and a State which have struggled to do what you propose, to make community service the common expectation of all.

My name is John Briscoe. I direct PennSERVE: The Governor's Office of Citizen Service in Pennsylvania. PennSERVE has been charged by Governor Casey with the modest mission of "inspiring all Pennsylvanians to engage in some form of community service."

As you mentioned, I am accompanied this morning by Cynthia Brown, a student at Martin Luther King High School, who is a participant in their Youth Leadership Program, and she will describe what she does in her school.

Governor Casey has already submitted written testimony to this committee. With your permission, I will include it and my testimony, which I will summarize, for the record.

The CHAIRMAN. Yes, it will be so included.

Mr. BRISCOE. Thank you.

Mr. Chairman, your brother understood well nearly 30 years ago that when much is asked from Americans, much is given. Governor Casey puts it this way: "If we have a problem, maybe it is that we have stopped asking, 'What can you do for your country'. In Pennsylvania, we are asking."

Pennsylvania has the second-largest full-time conservation corps in the Nation; it has provided 8,000 of our young people with a chance to serve, earn and learn while meeting environmental and recreational needs. For every dollar we invest, we get $1.31 in completed projects. Half are high school dropouts; all were unemployed; 40 percent were on public assistance. But after a term of service with the Pennsylvania corps, 72 percent move into private sector jobs, into the military, or head back to school.

We are building on that success by expanding local youth service corps programs across the State, and we are trying to engage our young people in school and college-based service as you suggest.

Governor Casey has recently proposed a statewide literacy corps modeled, Mr. Chairman, on your own literacy corps legislation.

The Governor recently announced 40 grants to our first 40 school-based community service programs in public schools, the first $200,000 of a 3-year, $1.2 million project.

One of the lessons that we are learning in this brief experience in Pennsylvania is that we are building this airplane in mid-flight. Nearly 4 million adults volunteer in Pennsylvania. We have found that 180,000 Pennsylvanians volunteer for State Government alone, and thousands of institutions are dependent upon volunteers.

We have outgrown old forms, however, and we have seriously overburdened and undersupported existing community institutions. Funds and leadership must be available to train teachers in service learning and to support community liaison workers and train the staff and personnel of community agencies.

We commend your legislation's goal of service for all, and in moving to that goal we urge you to include in one omnibus Serve-America bill appropriate encouragement and support for all streams of service so that they become a mighty river. We urge you to include in some way in final legislation the best of the various ideas that have been put before you, like Senator Nunn's bold call for revival of the spirit and power of the GI bill. It has met with a cold reception in the higher education community, but it is one of the few proposals with the scope and vision to transform the way we view higher education. It raises many questions. We will only learn the answers if we try it. We urge you to try it.

Senator Mikulski's bill offers a creative way of bringing the tradition of weekend and part-time service to bear on creating options for all.

In Pennsylvania, we have committed a little money and a lot of urging and leadership to transform the venerable summer youth employment and training program into a summer conservation corps. This year, nearly $600 million will be spent on summer youth programs around the country, and we believe that this program can be greatly strengthened if infused with the notion of community service.

We urge that this new direction for the program be mandated by the Serve-America bill and by the new JTPA authorizing legislation now being considered by Senator Simon.

Your proposal that each Federal agency examine its agenda we suggest should be supplemented by similar requirements for Governors and States.

Third, the administration of such programs. How does one administer a program so local and personal as community service with an instrument so blunt and bureaucratic as a Federal or State government? Perhaps we can help you with some Pennsylvania experience.

I recently heard Malcolm Forbes of Forbes magazine comment that "the surest way to get ahead in America remains to choose very wealthy and powerful parents, and make sure they are not mad at you when they write their will." Well, our experience in Pennsylvania is perhaps relevant.

First, we chose a Governor whose children attended a school which required 50 hours of community service to graduate and whose oldest son spent a year as a Jesuit volunteer. Then that Governor chose as his Secretary of Labor and Industry Harris Wofford, on of the founders of the Peace Corps and an advocate of national service for 30 years; and as Secretary of Education, Thomas Gilhool, who is a leading advocate for service in the education community.

With that kind of leadership, the rest follows. Seriously, my message is that committed, sustained, high-level leadership is essential;

**leadership that keeps the vision clear and the means flexible. We also need continued social invention and the reiteration of that vision.**

I suggest that Governors need to be more heavily involved in the administration of this program because only they have the flexibility, leadership and access to the host of programs which can be transformed by community service.

At the national level, we suggest that to give the program the stature, the sustained capacity to leader, the independence to tolerate mistakes and the flexibility to learn, that you consider strongly the recommendation by Youth Service America's working group that this program be administered by a Trust of the United States. Such a body might have the capacity to pose the question of service in long and compelling ways.

In conclusion, I perhaps irreverently would like to suggest a change in your bill's title. In March 1988, an article entitled, "Beyond Self", appeared in American Health magazine. I quote the conclusion of that article:

> The researchers found that doing regular volunteer work more than any other activity dramatically increased life-expectancy. Men who did no volunteer work were two-and-a-half times as likely to die during the study as men who volunteered at least once a week.

This suggests that perhaps your Serve-America slogan is not sufficiently challenging and that "Volunteer or Die" would be both appropriate and scientifically valid.

The CHAIRMAN. It has a ring to it, I'll give you that. [Laughter.]

Mr. BRISCOE. Thank you very much.

The CHAIRMAN. Very good. Thank you.

[The prepared statement of Mr. Briscoe follows:]

SENATE LABOR AND HUMAN RESOURCES COMMITTEE ON
"NATIONAL AND COMMUNITY SERVICE LEGISLATION"

Friday, April 21, 1989

John A. Briscoe
Director
PennSERVE: The Governor's Office of Citizen Service
Commonwealth of Pennsylvania

Mr. Chairman and members of the Committee, I am honored to appear before you to testify to the importance of youth service and to commend you for this ground-breaking legislation. I am here to share with you the experience of a Governor and a State which have struggled to do what you propose ......to make community service "the common expectation of all......"

My name is John Briscoe. I direct PennSERVE: The Governor's Office of Citizen Service in Pennsylvania. PennSERVE has been charged by Governor Casey with the modest mission of "inspiring all Pennsylvanians to engage in some form of community service."

I am accompanied this morning by Cynthia Brown, a student at Martin Luther King High School in Pennsylvania and a participant in the Youth Leadership program. She will describe for you her work with the homeless and the various community service projects that have blossomed at Martin Luther King in the past two years.

Governor Robert Casey has already submitted written testimony to this committee and, with your permission, I will include it and several other documents describing our efforts in Pennsylvania as part of the record.

Mr. Chairman, your brother understood well nearly 30 years ago, that when much is asked from Americans much is given.

Governor Casey puts it this way:

"If we have a problem, maybe it's that we've stopped asking. "What can you do for your country."

"In Pennsylvania, we're asking."

Let me outline some of the things we are doing by way of introduction to my comments on the legislation.

Pennsylvania has the second-largest full-time conservation corps in the nation. It's provided 8,000 of our young people with the chance to "serve, earn and learn" while meeting the environmental and recreational needs of our Commonwealth. For every one dollar we invest, we get a $1.31 in completed projects.

Half are high school drop outs; all were unemployed; forty percent were on public assistance.

But after a term of service with the Pennsylvania Conservation Corps, 72 percent move into private sector jobs, into the military, or head back to school to finish their education.

The message is clear: These young people aren't just serving their community -- they're serving themselves, their families, and their futures.

We're building on that success by expanding local youth service corps programs in cities across the state.

In Philadelphia, a public-private partnership financed with federal, state and private funds is responsible for one full-time youth service corps, and a second one, the Philadelphia Ranger Corp is underway with private funds.

In less than two years, we will have issued $1,000,000 in service corps grants to several other cities. Two new urban service corps were organized in the Pittsburgh area in March.

This summer 21 of our 28 Service Delivery Areas will launch Summer Youth Corps using Job Training Partnership Act funds.

We're also engaging our young people in school and colleges-based service.

Governor Casey recently proposed a statewide Literacy Corps modeled, Mr. Chairman on your Literacy Corp legislation, that will offer college credits to college students willing to tutor illiterate adults.

Governor Casey recently announced 40 grants to the first 40 school-based community service programs in public schools, the first $200,000 of a three-year $1.2 million program to get students at every level involved in community service.

The objective is to open young people at the earliest possible age to the joy of helping others -- and to the exhilaration of effective citizenship.

At Philadelphia's Lincoln High School, students are cleaning up an eight-mile creek that runs through Fairmount Park.

They're also keeping four historic mansions in top shape and helping neighborhood organizations write their own local histories.

Near Pittsburgh, kids from Steel Valley High volunteer in older people's homes, work on a downtown rehabilitation project and provide temporary services for local business.

In Pittsburgh, eigthth graders from the bottom of the class rebuild public facilities and 20 percent of them in the year on the honor roll.

What are the lessons that we have learned in this brief experience in Pennsylvania?

BUILD ON THE PAST

We are building this airplane in mid-flight. You have heard something of the new things we are doing in Pennsylvania, but the new is dwarfed by the old.

. Approximately 4,000,000 adults volunteer in Pennsylvania.

. 180,000 Pennsylvanians volunteer their skills and time to the State.

. Thousands of institutions from School Boards and Volunteer Fire Departments to Little Leagues and United Ways that exist only because of volunteers.

We urge that you build your legislative initiatives on this growing network of service programs. Mr. Chairman, your Serve-America bill does just that. But the new legislation should revitalize, regenerate and rebuild this volunteer service tradition. We have outgrown old forms and we have seriously overburdened and undersupported existing community institutions. Funds must be available to train teachers in service learning and to support community liaison workers. We must help to train their own staff to supervise and utilize these new workers.

The route to revitalizing these institutions is to take seriously the ALL that is so much a part of our national rhetoric. The Pledge of Allegiance and the Declaration of Independence talk of ALL Americans. PennSERVE aims to inspire ALL Pennsylvanians to serve. As we look with pride on the community service tradition we must close the gap between this rhetoric and reality:

. 4,000,000 Pennsylvanians volunteer, but 5,000,000 don't.

. 40 school districts now provide academic credit for community service but 461 do not.

We believe that your legislation should clearly state that its goal is for ALL to serve.

In moving toward that goal we urge you to include in one omnibus Serve-America bill appropriate encouragement and support for all the streams of service -- so that they become a mighty river. We urge you to include in your final legislation the best of the various ideas that are now before you.

Senator Nunn's bold call for a revival of the spirit and power of the GI Bill has met with a cold reception in the higher education community, but it is one of the few proposals with the scope and vision to transform the way in which we view higher education, to give a quantum boost to service, and to open the clogged channels of opportunity. It raises many questions whose answers we will only learn if we try them. I urge you to include a significant trial of the Nunn-McCurdy proposals in your legislation ...not with any phasing out of existing student aid, but with a phasing in of the new form of stipend for full-time service.

Senator Mikulski's bill offers a creative way of bringing the tradition of weekend and part-time service to bear on creating options for ALL to serve. I commend its inclusion in a final package, with a testing of her proposed national guard for civilian service.

In its present form, your bill, Mr. Chairman, does little to recognize and build opportunities for full-time service. We are proud of our conservation and service corps in Pennsylvania and we want to expand them and link them to our school-based programs. We urge you to build support for such full-time corps legislation into your bill or to make sure that your legislation is linked with bills such as that submitted by Representative Leon Panetta.

In Pennsylvania we have committed a little money and a lot of urging to transform the venerable Summer Youth Employment and Training Program into a summer conservation corps. Organizing the youth into crews, supervised by a paid crew leader, sending crews through a "wilderness challenge" and organizing work on highly visible community projects will, we believe, provide a valuable service experience -- valuable for the participants and valuable for the community. Through the use of state funds, a limited number of non-disadvantaged youth will help to enrich the summer experience of all corps members. The Summer Youth Service Corps will begin operation this June 1989 and will enroll approximately 500 youth. Together with the help of new federal legislation this large federal program can be recast and reordered toward service.

This year about $600,000,000 will be spent on summer youth. We believe that this program can be greatly strengthened if enfused with community service. We urge that this new direction for the program be mandated by the Serve-America bill and by the new JTPA authorizing legislation now being considered by Senator Simons Subcommittee. Your proposal that each federal agency examine its agenda should be supplemented by a similar requirement for Governor.

## ADMINISTRATION

How does one administer a program as local and personal as community service with an instrument as blunt and bureaucratic an a federal or state government. Perhaps Pennsylvania's experience can help.

I recently heard Malcolm Forbes of Forbes Magazine comment that the surest way to get ahead in America remains to choose very wealthy and powerful parents and make sure they are not mad at you when they write their will.

Our experience in Pennsylvania is similar. First, we chose a Governor whose children attended a school which has long required 50 hours of community service to graduate and whose oldest son spent a year as a Jesuit Volunteer. Then that Governor chose as his Secretary of Labor and Industry Harris Wofford, one of the founders of the Peace Corps and an advocate for national service for the past 30 years and a Secretary of Education, Thomas K. Gilhool, who is a leading advocate for service in the education community.

Once you have done that the rest follows.

Seriously, my message is that committed, sustained, high level leadership is essential. Leadership that keeps the vision clear and the means flexible is what we need. We also need continued social invention, and continued reiteration of the vision.

Governors need to be heavily involved in the administration of this program because they have the flexibility, leadership and access to a host of programs which can be transformed by community service.

In order to give the program the stature, the sustained capacity to lead, the independence to tolerate mistakes and the flexibility to learn from both its successes and mistakes, we heartily endorse the proposal put forward by Youth Service America's Working Group that this program be administered as a Trust of the United States. Such a body will have the capacity to pose the questions of service in long term and compelling ways.

"Time" recently concluded an article on national service with the tentative statement:

> "Maybe after a century the time is finally ripe for a bold new experiment in American idealism."

Our experience in Pennsylvania and this legislation suggest that the time is indeed ripe.

Thank you.

The **Chairman**. Cynthia Brown, we welcome you to the committee and look forward to hearing from you.

Ms. **Brown**. Thank you very much.

It is both an honor and a pleasure to be before you this morning. I would like to speak about my active involvement in community service.

I am, again, Cynthia Brown, and here is a little background on the Youth Leadership Program in Philadelphia. The program is a school-based program that helps students recognize and bring forth leadership qualities. The program is a part of Leadership, Incorporated, which started 30 years ago.

The youth program started at Martin Luther King High School a year ago, and has since expanded to four other high schools. The program has proven to be beneficial and valuable to the training of leaders.

Its moral concepts have given me a channel for expressing my love and concern for my fellow man. My involvement has been very rewarding and fulfilling to me. I have undergone a change and have found leadership qualities in myself that I never knew existed. From this, I have become more mature, because I have learned responsibility, I have learned to cope and have learned to overcome some of my adversities.

Because of this, I think—and this is my true belief—without any struggle, there is no true fight.

I now would like to explain some of the programs that go on inside Martin Luther King High School and around the area, and two that I am actively involved in.

One program is Project Nurse Aide, which is headed by a student named Tammy Scott. In this program, she randomly picks 20 to 30 students out of the school to be tested for eyesight and hearing problems. Then the students are checked by the school nurse and sent to an optometrist.

The next program is After-School Tutoring. After-School Tutoring is headed by five different students. We go to area elementary schools and junior high schools to help students in reading, writing, and math problems. This has become very successful. It is in its second year.

The third project is the "Don't Touch Me" project, which tries to make small children aware of sexual molestation and child abuse. Through this program, we have pamphlets, questionnaires, plays that we act out for the children inside the elementary schools.

The fourth project is "Make Our World Brighter". This project is a little bit different because it is not in effect yet. We are trying to bring infant care facilities inside Martin Luther King High School so that unwed pregnant teenage girls can still come to school every day and receive a good education.

The projects that I am involved in—I am involved in five, but I will discuss two today. My first project was the Student Child Care Center. The Student Child Care Center is a neighborhood center for children who have been abandoned by their parents in a shelter. This child care center was very—well, the sanitary conditions were what you could call "trifling, filthy"—whatever comes to mind. So I and a group of seven seniors, two juniors, went over to the Student Child Care Center and cleaned it up. This was supposed to be our Christmas vow.

We have also adopted close to 300 small children throughout the city, and we take them out on weekend trips, we plan picnics and different types of activities for each child.

My second project was I started a protest—a march—a march to save our School Drug Zone. In the State of Pennsylvania, we have a School Drug Zone which says no drugs will be sold or distributed within 1,000 feet from any school. The Mayor of Philadelphia proposed taking the Student Child Care Center, which is in between five schools, and turning it into a drug rehab center.

Myself and 300 people came together and marched in front of the Child Care Center and blocked off all the main streets to protest the bringing in of a rehab center. We have vowed that we will not take this and we will not accept this action.

We have done this for the past three weekends of April, and we will also be marching tomorrow. Each march is four hours long.

Ladies and gentlemen, you do not have to be a member of any organization to have the concern to help your fellow man. So please, get involved, make a change, and you can make a difference in our future.

I believe that this bill should be passed, but with the concern that each student, I think, has his own qualities and his own ideas for moving forward. Students like the thought of being on their own and setting goals for themselves, without—how can I put it—without an adult overseer. All the programs that I have described have been instituted by students in schools; they are not overseen by any adult.

Thank you very much.

The CHAIRMAN. Thank you. That was very helpful testimony, Cynthia. How do you have time for school work with all your other activities?

That is a very interesting program, and I think your emphasis toward the end of your testimony about student involvement must be a feature of any program, and I am glad that you emphasized that and pointed out that aspect of it.

Let me ask you, how did you yourself get involved in volunteerism and involved in these programs?

Ms. BROWN. First, I got started through my mother, because she is a chairperson in Philadelphia. And second, I became involved at school—they say I have a big mouth—I have this talent of getting people together—or riling people up. So I became involved because my teacher on day asked me, "How would you like to start a committee inside the class to go against some of the problems within our community?" And I said yes, and that is how I became involved.

The CHAIRMAN. What has been the reaction of some of your fellow students? Are they becoming more interested in these programs that you have been involved in?

Ms. BROWN. Well, there are 1,000 students participating in Leadership, Inc., so that is a great number. They range from elementary school to high school. Inside Martin Luther King High School, there are 300 students. Everyone is eager to go and always willing to participate.

I have found that the only thing you have to do is ask, and someone will always lend a helping hand. So it has just been an asking process, and everyone has been there to participate.

The CHAIRMAN. You mentioned even elementary schools. Do you think that even very young students can be included?

Ms. BROWN. Yes, because small children always have bright ideas. They just need someone my age or your age to cultivate them, or to bring them out.

The CHAIRMAN. Excellent. You must notice the impact that your work has on other people, people that you are helping. Has it made a difference to you as well? Do you get some satisfaction out of being involved in these kinds of programs and trying to help people, and do the other students who are involved in these programs get a sense of satisfaction from helping?

Ms. BROWN. Yes. It is the type of satisfaction that comes from, I guess, when a parent raises a child, because you see the things that you are doing, and you get a sense of pride, joy and love within yourself. I was raised with the idea of helping and lending a helping hand, so it just gives me a sense of extreme joy. I just don't know where it comes from. I guess when I'm tired, and then I see that it all works out, I just smile, or I cry, or whatever comes next.

The CHAIRMAN. Excellent. Where are you going next year? Are you graduating this year?

Ms. BROWN. Yes, sir.

The CHAIRMAN. Do you have plans for a continued education?

Ms. BROWN. Yes. I will be attending Temple University in Philadelphia.

The CHAIRMAN. Thank you

Senator Durenberger, I thought we would inquire of the students first and then come back to Mr. Briscoe and Ms. Parsons after their testimony.

I do not know if you have any questions or comments at this time.

Senator DURENBERGER. Just one thought. I think the most interesting part of Cynthia's presentation was watching the faces of everybody else in this room. You talked about what happens inside of somebody while you are speaking about your own experiences—I wish you had been able to watch the faces of everybody in this room.

The second thing is a comment on Mr. Briscoe's nervy retitling of your bill. I think one of the things that I have heard from both of them and Cynthia in particular is if I had to choose a title, I would choose one out of the Bible, and it would be "Love Your Neighbor as Yourself". That says something both about why we do these things and what it does for us. And you can toss in "America" if you want, but I think that is sort of the essence of what I have heard.

The CHAIRMAN. Okay.

Ms. Parsons?

Ms. PARSONS. Thank you very much, Senator—and thank you, John and Cynthia.

Senator, we have brought—I am sorry, Senator Durenberger, I did not know you would be here, and I have only brought one pint of maple syrup.

The **Chairman**. Well, don't give it to Senator Jeffords, now. We won't even tell him.

Ms. **Parsons**. No, Senator Kennedy—it is for you.

The **Chairman**. Thank you very much. Senator Jeffords told us many good things about your program, and I know I speak for him when we extend you a very warm welcome.

Ms. **Parsons**. Another word on the syrup. As you know, it has been tough times, so I just want you to know it is worth more this year than last year, and that if you delay and hold another hearing next year, it might be a halfpint. [Laughter.]

Anyway, Jackie joins me in bringing this, although the syrup comes from the trees which I can see from my house in the middle of Vermont.

I, of course, applaud the title, "Serve-America," as it goes along with "SerVermont."

Let me attempt to beat a dead horse—I had not realized the horse was as dead until you spoke of it to Admiral Watkins, so I will make one tiny shot. Mr. Briscoe also talked to it. Most departments of education are regulatory agencies. That is pretty much their charge. And even if they try a service piece, they do it usually under a regulatory system.

It is almost impossible, I think, for them to imagine the need to get service integrated into the fabric of the schools and the fabric of the social conscience through regulation. Therefore, I really think—I know how much it seems unnecessary to establish yet another piece—but I would call for a national service foundation rather like the National Science Foundation and let it be the agent that distributes, encourages, and let those State departments of education that are ready be one of the ones to perhaps get funds—perhaps within it there could be a test that ten of the States would in fact be States to test out whether or not the heading up of Serve-America belongs in the State regulatory agencies.

When I started SerVermont, I went to the Governor, the Commissioner of Education and the State Board of Education and urged them to put their imprimatur on the concept that we would urge and initiate community service through all the schools, K through 12, throughout Vermont; that I would get the money not through legislation but through private funding, and that I would coordinate the service as a volunteer.

I do not know that that could work nationally as well as it seems to have worked in Vermont, but just very briefly on the effort. It started in 1986; the Governor introduced SerVermont in her State of the State Address in January 1986. In the first year, we can estimate that when we started, about 20 percent of the schools had some kind of community service effort. By the end of the first year, that was 40 percent; by the end of the second and into the third year, we got up to 80, and now almost 90 percent.

An effort which Jackie is going to speak about in a moment is one that has gone to nearly 100 percent of all the schools in that short time.

One of the things SerVermont has done which has been a tremendous initiative is to give mini-grants not as you suggest to pay anybody for doing the community service, but to help defray those small costs where there are no discriminatory funds.

For instance, a school in Townsend, Vermont, which has near it a small hospital and a nursing home, needed less than $300 to have the funds to build and stock an aviary in each location and an aquarium in each location. The health classes used the occasion of putting the aviary and the aquarium in each to study whether the having of pets in those institutions would make a difference particularly to the elderly and terminally ill patients. The industrial arts class volunteered to build them in consort with those who were inside the building. So they met with those who were living in the hospital and the nursing home, both the patients and those running the institutions, to discuss where they would go, how they would go, what they would be built of, how large they would be and so on. And the tenth grade biology class were the ones to stock them.

When they went to these two facilities, there was no record of any child in the school ever having gone to either institution as a volunteer activity, ever before in the history of the two institutions.

As soon as the children began to go to the hospital and the terminally ill nursing area, they were immediately interested and could they go more often. They now go at any free period and any recess time or at lunch time, and there is a tremendous activity back and forth.

The seventh grade in that seventh-through-twelfth high school now has a serious program where every, single student has a "pal." One of the things that was interesting that took place afterwards is that the kids wanted to know if the residents would like to play chess, checkers, Chinese checkers. And they explained that the pieces to be used were too small for their arthritic hands. So the industrial arts class was asked, and they delightedly made twice-sized boards, twice-sized chess pieces, twice-sized checker pieces, and even routed out for Chinese checkers the larger-size holes to put in shooters. So there is continuous progress back and forth.

SerVermont has given 35 mini-grants for 35 projects like this, and what is interesting is that half of them are student-initiated, and if they do them, they must have a committee of students that includes one representative that they choose from their school and one representative of the group they are serving. So if they are going to serve senior citizens, they have to have a senior citizen who agrees with them that the project is worthwhile.

There have been 35 of these, every one quite different, and it has been a wonderful kind of spur forward.

I applaud particularly your bill, S. 576 and S. 408. Just a word on the difficulty of Senator Nunn's bill to so tightly tie pre-service to college funding. In the first place, the average age of students in college is 28. In the second place, we are a phenomenal nation in that we allow students to be undergraduates at whatever age, at whatever time they are ready for that step.

One of the serious needs is to re-engage that 40 to 50 percent of our students who did not make it the first time through—and to create a "hoop" that slows them down is, I think, probably unreasonable. I certainly would applaud that every agency which uses students as service personnel for 1,000 or more hours be required to provide for them, just as the GI Bill does, some effort in that direction. There is a project in New York called "Flowers with

Care" which I would recommend you have come before the committee and talk about this program of taking juveniles, who work with florists, and a foundation and group of others guarantee them college tuition if they carry out their projects as volunteers. I would consider this a better way to go.

I would like to take no more time and ask Jackie if she would tell what she has been doing. She is a senior at South Burlington High School, has done a considerable amount of community service, but what she is going to talk about is a project for which her high school received two mini-grants in the last two years.

[The prepared statement of Ms. Parsons (with an attachment) follows:]

**SerVermont**

*Students in Community Service*

## TESTIMONY: SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
## RE: EXPANDING OUR NATIONAL COMMITMENT TO COMMUNITY SERVICE

By Cynthia Parsons, Coordinator, SerVermont
[21 April 1989]

### A National Service Foundation

We need a full-scale test of service for pupils in grades K-12, for high school graduates, and for out-of-school youth. The recommendations in S. 650, S. 576, and S. 408 deserve the best administrative vehicle possible. We don't just need to offer our young people the types of civic service envisioned in S. 650, S. 576, and S. 408, but we need to test the scope, sequence, and impact of a variety of civic service activities. To carry out these programs and test their viability and impact -- both on the served and the server -- we need an independent agency. One with a similar mandate to the National Science Foundation. Therefore, I recommend the establishment of a National Service Foundation to administer the service activities encompassed in the three U. S. Senate bills under consideration by this committee; to provide grants to individual projects, schools, colleges, consortia, agencies of state governments; and to carry out appropriate evaluation and documentation activities.

© Cynthia Parsons, Coordinator, P.O. Box 516, Chester, VT 05143 802/875-2278

## Testimony from Cynthia Parsons, Coordinator, SerVermont

### Testing Time Span

We often plan pilot tests of radical systemic and conceptual change in extremely limited time spans. Yet, the kind of change in school curriculum, and the types of service jobs envisioned for out-of-school youth in S. 650, S. 576, and S. 408 deserve a testing period at a minimum of 10 years. When the Armed Forces went all voluntary, the decision was made to test the scheme for 10 years, not five as many recommended, in order to give time for problems to emerge and either be solved or found insoluble. Had that test ended in five years, we would not have the all-voluntary force we do today. But the second five years of the experiment proved to be necessary to show the military services how to train up its own officer corps since so few college graduates signed on as volunteers. And, unless the original bill creating the National Service Foundation specifies a 10-year testing period, there is little chance that the present level of commitment to community service could be sustained without such legislation.

## Testimony from Cynthia Parsons, Coordinator, SerVermont

### All Voluntary

The very best way to test the need for (or not need for) a mandatory service program for school students and youth 16-24, is to provide a 10-year test of an all-voluntary initiative. No one, certainly not children and young adults, can learn what it means to volunteer in a participatory democracy if "volunteering" is mandatory. On the other hand, with the proper tests, and National Service Foundation initiatives, over the 10-year testing period we would learn just how necessary (or not) it would be to require a period of mandatory service in order to have our children and youth want to be engaged in community service, recognizing this service as part and parcel of the rights and responsibilities of living in our participatory democracy.

### Service and College Financial Aid

We are the only nation which provides undergraduate education for anyone of any age. If only the cohort 18-24 age group engaged in post-secondary training and education, and if we were to make exceptions for those for whom 1,000 hours of community service would be more hardship than opportunity, then perhaps the plan to tie college aid to prior service might appear reasonable. But we're a nation which has regularly so poorly served as many as 50 percent of the students during the K-12 school years, that an undergraduate education has to be delayed sometimes way into adulthood.

## Testimony from Cynthia Parsons, Coordinator, SerVermont

The single mother, for example, bootstrapping her way out of poverty, who must first earn a GED, then juggle a part-time job, child care, and an academic schedule, and who only could have the funds for the required tuition through grants and loans, would suffer inappropriately if hundreds of hours of community service were added to her load. The average age of undergraduates even at traditional colleges and universities is 28, and admittedly some of those are young people any of us might agree should have had the experience of helping others instead of indulging themselves. But most indulgers would make extremely poor service personnel. And you can be sure that no members of this population would choose boot camp if any other alternative were possible! But it is the very basis of our democracy which is at stake here. We owe all our young people better public schooling (K-12) than many of them now are getting; and we certainly owe those youngsters living below the poverty line who finally qualify for post-secondary schooling to provide them with the funding necessary. How much better to tie the forgiveness of education loans to work in our service economy. Let those who choose such low-paying careers as nursing and teaching -- or who choose to serve in not-for-profit human resources agencies -- be forgiven their education loans. But let us not put the National Service Foundation into the tuition business.

## Testimony from Cynthia Parsons, Coordinator, SerVermont

### Integration of Service and Academics

The majority of schools presently involving students in community service think of the activity as "extra-curricular." Some even make the service a requirement, insisting that it be done outside school hours and off school premises. Some schools give token academic credit for service so performed, and with no reflection component required. And still other schools offer a course in which volunteerism is studied, and service projects are undertaken -- an elective course "outside" the regular curriculum. But a few schools, and even whole school districts such as Springfield, Massachusetts, integrate the academics with community service activities. It is this integration I applaud. It is this integration which SerVermont seeks to initiate in all the public schools of Vermont. Our schools are badly in need of reaching out to the "forgotten half." And one way -- a proven way -- is to give those struggling with rigorous academics the opportunity to solve community problems using the academics they are learning. Hence, the students who make a study of water quality, and monitor water in a local stream, and combine math and science reading and reflection with field research, and then offer their findings to help solve a local water-quality problem, not only serve their community, but begin to make that essential connection between words, numbers, and results. That any American student would spend 12 years studying the history of the United States, and not participate in community service as a "laboratory assignment," is a travesty of the highest order.

## Testimony from Cynthia Parsons, Coordinator, SerVermont

### SerVermont

Governor Madeleine M. Kunin, on January 9, 1986, launched SerVermont, a privately-funded, state-wide service helping first the secondary schools and now all schools K-12 to integrate some community service with regular coursework. It is this non-profit organization -- and others like it in scope and activity -- which would benefit most from S. 650, the Serve America bill initiated by Senator Edward M. Kennedy. SerVermont provides mini-grants to teachers or groups of students who need help defraying out of pocket expenses to carry out community service projects. SerVermont hosts workshops for teachers to study together how to integrate community service and the curriculum. SerVermont initiates liaisons between the schools and the community agencies needing and wanting student volunteers. SerVermont encourages awards and recognition for outstanding community service undertaken by groups of caring students.

It is my pleasure today, representing the 100,000+ students in Vermont's public schools, to ask Jackie Loso, senior class president in the South Burlington High School, to tell about her personal community service efforts, and her current work using a planning grant from SerVermont to hold an alcohol and drug free graduation party this June for all seniors at her high school. Last Spring, SerVermont gave matching $100 grants for what we call "Project Graduation" to 25 high schools; and this year have provided planning grants to 14 more high schools holding their second or very first Project Graduation.

SOUTH BURLINGTON HIGH SCHOOL
550 DORSET STREET
SOUTH BURLINGTON, VERMONT 05403

BRUCE R. LADEAU
PRINCIPAL

CHARLES H. GALVIN, JR.
ASSISTANT PRINCIPAL

NEW ENGLAND ASSOCIATION
SCHOOLS & COLLEGES, INC.
NEA S & C

G. ROBERT PASCO
GUIDANCE DIRECTOR

December 5, 1988

SerVermont
Ms Cynthia Parsons,
Coordinator
P. O. box 516
Chester, Vermont 05143

Dear Ms Parsons,

South Burlington High School recently received your letter of request regarding "Planning Funds For Project Graduation". Our school was involved in organizing such a program last year and found it most beneficial and highly successful. The majority of our funds came from parent and community contributions. It is our intent to continue this worthwhile project for the graduating "Class of 1989". Therefore, we would like to request financial assistance in carrying out our goal of organizing an even better program.

Thank you for your interest on our behalf. We will be anxiously awaiting your reply.

Sincerely yours,
Jackie M. Loso
Ms Jackie M. Loso, President
Senior Class
Bruce R. Ladeau
Mr. Bruce R. Ladeau, Principal

**SerVermont**

*Students in Community Service*

7 December 1988

Jackie M. Loso & Bruce R. Ladeau
So. Burlington High School
550 Dorset Street
South Burlington, VT 05403

Dear Ms. Loso and Mr. Ladeau:

Delighted your "Project Graduation" went so well last year; you received a matching grant from SerVermont last spring to help that effort along.

And we're delighted you are asking for a planning grant early this school year.

Our funds are held by Norwich University, and sometime about mid January, you should be receiving a check from them for $100 toward Project Graduation 1989.

Perhaps you called on some of the college students in Burlington last year to help with planning as well as the party itself, and plan to do so again this year. But if you did not, want to urge you to think along those lines. Many of the older students are eager to be what help they can, and their involvement often encourages a wide representation of the senior class.

Again, congratulations for wanting to have an alcohol-free graduation party.

Yours sincerely,

CP

☐ Cynthia Parsons, Coordinator, P.O. Box 516, Chester, VT 05143 802/875-2278

## PROJECT GRADUATION 1988-1989

[The following schools, in this order, requested and were provided $100 planning grants to help organize an alcohol-free graduation party this June.]

Canaan Memorial High School
Northfield Jr.-Sr. High School
Whitcomb (Bethel) Jr.-Sr. High School
Stowe Jr.-Sr. High School
South Royalton School
North Country (Newport) Union High School
Enosburg Falls Jr.-Sr. High School
Black River (Ludlow) School
Champlain Valley (Hinesburg) Union High School
U32 (Montpelier) High School
Craftsbury Academy
So. Burlington High School
Concord High School
Vergennes Union High School

**SerVermont**

*Students in Community Service*

* MEMORANDUM *

22 March 1989

TO: Senator Edward M. Kennedy, Chairman, Senate Labor and Human Resources Committee

FR: Cynthia Parsons, Coordinator, SerVermont CParsons

RE: Serve-America: National And Community Service Legislation

**Title I - School- and campus-based community service**

i. At the K-12 school level, it is essential that student community service not be "added" to the syllabus, but be integrated with the curriculum. Our public schools have three basic responsibilities: to teach literacy, to teach children the meanings of citizenship in a participatory and representative democracy, and to prepare students for employment. The purpose of "community service legislation" should be to insure that our schools do a better job of training youngsters for active citizenship in a democratic republic.

ii. Civic learning and civic service should be a regular part of every pupil's experience, at every grade level, and in all course work. Unfortunately, not even the best-prepared civics, government, history, or social studies teachers have been prepared as undergraduates or graduate students to build a curriculum integrating community service with academic coursework. There not only is a crying need for better pre-service preparation of teachers to "Serve-America," but all present classroom teachers need inservice courses to teach them how to lead, support, and reflect on service/learning.

iii. Very very few schools across the nation have a school-compensated staff person whose task it is to coordinate the community service needs of teachers, pupils, and agencies needing the student volunteers. Without at least one such coordinator per 300-pupil school, the essential coordination with appropriate government and private non-profit agencies is missing.

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iv. Non-profit agencies, already so dependent upon volunteer staff, cannot -- and should not -- supply the coordinating personnel making the connections between their needs and school-related service projects. It would be chaos for every needy service to negotiate separately with whoever at the school they can locate. Also, presently-trained guidance counselors are singularly unequipped to coordinate local community needs with student and teacher-generated community service activities. Yet, without a coordinator, both the teachers looking for service locations and the appropriate agencies starved for service providers, have only a haphazard chance of finding each other. Hence, the need, as stated in Para. iii for school-staffed community service coordinators.

v. Since it is properly the work of professional teachers and curriculum coordinators to do the necessary curriculum work integrating service and learning, it falls to the school-based community service coordinator to be the liaison between students and teachers and appropriate voluntary service job opportunities. This job, therefore, need not be filled by a certificated teacher, but might well be staffed by a person -- or persons -- whose professional expertise comes from the world of volunteer administration. This seems particularly appropriate in urban settings.

vi. Alternately, a teacher might accept a reduced class load, and, like the coach for drama, music, or athletics, combine academic teaching with coordination of community service activities. This administrative arrangement seems particularly appropriate in rural settings, except in the case of union schools where the actual placement of school buildings is remote from the "feeder" communities.

vii. But what also is particularly important is that whoever the coordinator is -- either an education professional or a volunteer administrator -- work closely with a student board in connection with service projects not administered directly in association with academic coursework.

viii. While the majority of student community service work, particularly in the primary grades, should be directly integrated with coursework, there should be individual, small group, and large group activities for which students may volunteer, and which are student-administered and student-generated. For example, a green-up day, when 100 or more students, in consort with adult volunteers, ready public parks and gardens for outdoor recreation. Or, a student/adult response to a community emergency, such as a flood, or fire.

ix. For legislation to meet these needs, there needs to be a central, federal office -- such as the National Science Foundation. We're talking about radical changes from the norm:

* A change in the way student teachers are trained
* A change in the way teachers are re-trained
* A change in the way curriculum is written
* A change in the way schools interrelate with community services
* The addition of a school-based staff member whose main task is not in school, but liaison with the community
* The recognition that the doing of voluntary community service by pupils is integral to the teaching of civics through history and social studies courses
* The understanding that all student community service done by pupils, whether school-initiated, or organized by outside agencies, should be reflected on, written about, and discussed as a regular part of academic and vocational training

x. By and large, state departments of education are not prepared to offer this type of service...they are, essentially, regulatory agencies. But, along with individual schools, sets of feeder schools, and full school districts, as well as colleges and universities, state departments of education should be eligible to apply for funds to assist schools statewide to integrate civic service as a civic responsibility within the regular school syllabus. It's quite possible that through the provisions of the Serve-America Act, state departments would begin to develop a full-scale service component in addition to the usual regulatory functions.

xi. There would not seem to be need for colleges and universities to require assistance in encouraging student community service as that is one corner of their very purpose for being -- anchoring teaching and research in local, national, and global needs.

xii. But for all colleges and universities engaged in the preparation of teachers, or offering inservice education for those already engaged in teaching, the need for assistance from a federal resource bank is patently clear. No amount of work done in schools will have any lasting effect if those preparing to teach in those schools do not learn the meaning of voluntary service as part of the regular academic courseowrk; and no amount of school-based service will have a lasting effect for pupils and staff alike, if the three million plus teachers are not trained in how to integrate service and learning.

xiii. Perhaps the Serve-America Act -- to meet the needs of Title I -- might be organized thusly:

I. NATIONAL SERVICE FOUNDATION

A - Grants

1) State Departments of Education to support a community services division

2) University Departments of Education to support training of faculty to teach curriculum development integrating service and learning at both the graduate and undergraduate levels.

3) Individual Public Schools to support:
    a) Community service coordinators
    b) Project support funding

4) Non-profit and Government Service Agencies to support project funding

5) National, Regional, and Local Non-profit Agencies carrying out research and/or special projects

xiv. It is important to stipulate that project funding should be solely for out-of-pocket expenses for transportation, supplies, insurance, and so forth, and should not be provided to pay student volunteers for school-related community service work.

xv. There are already in place several organizations, such as SerVermont, the Constitutional Rights Foundation, and the Thos. Jefferson Forum which act as catalysts to initiate and evaluate exemplary community service programs. Because they are a "bottom-up" type of service, they need, particularly, to receive funding from the National Service Foundation. It is through their efforts, and similar efforts at the post-secondary level -- such as Operation Civic Serve, the Campus Compact, and COOL -- that the necessary radical changes in school offerings and college teaching will be made.

xvi. Before continuing to discuss Titles II, III, and IV, I should like to emphasize that it is Title I of Serve-America which I believe should receive the lion's share of the funding and the lion's share of consideration. Youth service corps, and exploration of full-fledged national service for all youth, while enormously important, need to come out of the results from a decade of radical school change and improvement, and by building in the proper research at the beginning, plans can properly be made for expansion of the Serve-America Act for the year 2000.

xvii. Finally, for Title I, the NATIONAL SERVICE FOUNDATION should not just be a grant-making agency as spelled out in Para. xiii, but should have two other main functions:

* Research

* Conferences

xviii. While each project should do its own evaluation and documentation, there are some extremely important research questions which cross state and age-grade-level lines. Either the NATIONAL SERVICE FOUNDATION should have its own research department (what I would prefer), or it should contract with research agencies to explore the important impact and quality questions inherent in these types of fundamental change.

xix. Also, the NATIONAL SERVICE FOUNDATION should hold national and regional conferences for target audiences, purposefully engaging the general public in order to bring about an understand for the need for such a radical shift from all classroom academics to integrated service/learning coursework. Similarly, the entire education establishment needs such an education. That colleges and universities have trained and retrained teachers for decades without any attention to service/learning is a travesty of the first order. That every public school in this nation does not now have a community service coordinator on the staff; that every non-profit agency needing student volunteers does not work in consort with the schools to insure integrated service/learning is a travesty. That state departments of education haven't provided each and every school with guidance toward a service-learning curriculum is a travesty.

xx. Hence, the Serve-America Act is the most important school-reform legislation to come before the Congress in more than 25 years, since funding has been provided through Title I of the Elementary and Secondary Education Act to give special consideration to those pupils with the largest learning needs. It's not just every pupil who will be positively affected by the Serve-America Act, but every school and college; and will change, forever, the method by which our youngsters learn to be citizens of our great representative and participatory democracy.

**Title II: Youth Service Corps**

xxi. I heartily endorse the summary statement as is.

**Title III: National Recognition**

xxii. Before encouraging Vermont's Governor and its State Board of Education to offer competitive (through nomination by legislators) SerVermont Awards, I interviewed some several hundred high school and college students about awards and recognition. Over and over again, the students told me that the awards should not go to a single individual, but to a group -- a group as small as two, and as large as an entire student body.

xxiii. When I asked whether the school the students attended should receive the award, the students quickly rejoined: "It didn't do the service."

xxiv. When I asked why individual students shouldn't be the ones honored, the students universally exclaimed: "You never do it alone. Someone helped you if only, like my mom, to drive you back and forth. Or the person you were helping, helped you. No, award should single out a person, but a project. That's what counts: What you did, not who you are."

xxv. Adults, on the other hand, frequently suggest to me when I ask about awards that it's "appropriate" for one person to be honored; but when I remark on the award for, say, the head of a United Way drive, and ask if the soldiers in that drive are not the more deserving, of course, I am told that they are. And we get to the language of symbols. The bank president, the popular athlete, the retired mayor...etc., etc.

xxvi. I applaud the use of Congressional Districts and legislators for nominations. I would, though, recommend that each legislator be asked to nominate 10 sets of individuals -- from a pair to an entire organization -- in each district, but that a separate group of judges picked by the NATIONAL SERVICE FOUNDATION make the final decision picking one of the ten for national prizes, and honorable mention recognition for all.

xxvii. Besides just the national attention, would suggest the awarding of a grant of $1,000 for each of the district winners which must be used by them to carry out a project or projects of their choice.

xxviii. I'm sorry, but I would like to discourage the hour-counting type of service recognition. As long as community service remains as a weapon in the correctional services arsenal -- assigning criminals to XXX hours of community service -- such hourly counts are more harmful than useful if one's goal is to have voluntary student service integrated with the curriculum. Recording the time spent by a student in a French class writing as a pen pal to a French-speaking resident of a nursing home, is a trivialization of that assignment.

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xxix. Or, to take a project beloved by Senator Kennedy, should those Springfield, Mass., kindergardeners use a stop watch to count the hours they fold napkins? Or the little ones who sent a pumpkin-load of safety hints to hospitalized children note the minutes spent thinking up the safety tips, minutes spent writing them down, minutes spent drawing a picture, minutes spent helping to shape the pumpkin........

xxx. There's a fundamental dichotomy between counting hours of service and service/learning. May the latter take over from the former throughout our educational institutions!

**Title IV: Mandate for a comprehensive Federal Service Strategy**

xxxi. I would enfold the recommendations in the summary as part of the NATIONAL SERVICE FOUNDATION. That is, it would be the duty of the NATIONAL SERVICE FOUNDATION to identify -- along with each cabinet secretary -- a senior official within each federal agency to work with the Foundation to expand service opportunities for both in-school and out-of-school youth. And to help each agency to fund and direct service projects both voluntary and paid.

xxxii. Therefore, I would not, as the summary suggests, ask the President "to designate an executive branch official" to be the coordinator. Instead, would ask the President to form the NATIONAL SERVICE FOUNDATION board, and ask the members of the board to choose an Executive Director, and for the Executive Director to choose all necessary staff to carry out the mandates spelled out above.

**Thank You**

xxxiii. I appreciate the opportunity to offer these suggestions for the record, and look forward to an opportunity to testify, and be available for questioning.

xxxiv. Copies of this memorandum have been shared with SerVermont's constituencies.

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The CHAIRMAN. Ms. Loso, we welcome you.

Ms. LOSO. Good morning. I would like to take this opportunity to thank you for allowing me to come and speak to you this morning, to explain my experiences in working with my community and school in South Burlington.

But first, I think it is important to understand just why students participate in community service. The community plays a major role, and the community so-called "sets the standards" for what is to be accepted and rejected. And the community plays a major role in dealing with adolescents in conjunction with the school systems.

For students of my age, and seniors, freshmen, sophomores, they realize that they have to be socially responsible for their words and actions. Since the community has such a profound effect on these students, some students therefore extend their efforts to make their community a much more enjoyable place to live.

If any one of you were ever to visit my school, South Burlington High School, you would notice the school motto on the side of the building which states: "Building a Proud Tradition." The community, faculty of the school and the students all contribute to help keep this motto a realistic one.

This motto directly links to a service project that we are organizing at this very moment and has been done in previous years. It is called "Project Graduation". On the same night of graduation, a substance-free party is planned for the graduated seniors. There is a joint effort between the school, the community and local businesses to make this party a very successful one.

I think the most important aspect of this whole project is that the students are working together to solve problems, some of which are drug- and alcohol-related.

"Project Graduation" started at my school two years ago. A group of interested students and community residents got together to share their ideas about hosting such a party. Enough interest was shown in order for South Burlington High School to have its first "Project Graduation" in 1987.

As senior class president, I am involved in this year's "Project Graduation", and I am impressed by the number of people working on the project. Hosting such a party can show the community those citizens and students who are truly concerned about the well-being of their adolescents.

This year the organization of "Project Graduation" started in February. We planned an open meeting for any interested students, faculty and community residents. Committees such as fundraising and entertainment were formed and given tasks to work on. The location for the party was determined, and expenses were estimated in order for the funding committee to set a goal of how much money should be raised. The funding committee made a chart of donating groups such as parents, student clubs and service clubs, and set goals of how much money they would like to receive from each. An example would be that $2,000 is the goal for parent donations, $500 for service clubs, and $300 for student clubs. These goals give the students something to strive for, and it also gives them a feeling of accomplishment.

We sent out over 200 letters to parents and 70 letters to local businesses this past month. These letters not only stressed the need for donations, but the need for help to work on a certain committee. Donations are greatly appreciated, but donating time is much more valuable and appreciated, since the whole object is to get a variety of people to participate.

Last year's party was very successful. Donators gave over $4,000 for a party that hosted over 100 students. Many teachers volunteered to chaperon, and many students helped to decorate and clean up after the party was over.

This year's party will be just as successful, if not better. Our funding committee is hard at work collecting donations, and we are busy signing people up to work on committees. Hopefully, all of this hard work will pay off.

If the Government showed support of our efforts by providing funds for this type of activity, it would give the participants a positive feeling that what they are doing is being recognized and supported by the Government.

The bill that is being proposed here this morning will not only benefit the students, but it will especially benefit the community. These students will soon be adults and actively participating in the community by influencing this type of student community service.

I urge you to consider this bill and invest in America's future.

Thank you.

The CHAIRMAN. Thank you very much.

First let me ask, what do you think you have really learned from this whole experience?

Ms. LOSO. Well, the main reason I started dealing with "Project Graduation" is that two of my friends were killed in an accident involving drugs and alcohol. I was asked to go to a convention, and SerVermont was there, and I got involved. In dealing with it, I have learned that students really want to work on this problem. I think drug and alcohol abuse is a major problem, and I have learned that there are so many people out there who want to help, but they are just afraid to come forth, and if you ask them, and you give your time, I think it is a really worthwhile cause.

The CHAIRMAN. Do you have trouble recruiting volunteers?

Ms. LOSO. Not in my school. This is the third year we have done this, and I have found that students are becoming more interested and concerned about the problem. We had a meeting, and we have over 100 students this year working on it.

The CHAIRMAN. One of the questions I asked earlier, and I would like your response as well, is how old do you really have to be to get involved? Do you think there can be programs which involve students at the elementary age as well as those in the upper grades?

Ms. LOSO. Oh, definitely. My little brother is in second grade right now, and we have a project called "Kids and Cops", where the South Burlington Police Department works with little children on safety, and they help rake leaves for elderly people, and they also learn about safety and saying no to strangers. They do a variety of things for the little kids.

The CHAIRMAN. You got started in this program with a small grant from SerVermont, did you?

Ms. LOSO. I went to a convention at Norwich University, and I applied for a grant, and they gave us approximately $125 or so.

With that money we started sending out letters to parents and local businesses, getting money to start the party.

The **Chairman**. Okay. Very good.

Let me, if I could, come back to John Briscoe with just a few questions. One of the questions that will be asked, I am sure, is: If this program up in Pennsylvania is doing so well, why do we need any national legislation?

Mr. **Briscoe**. Perhaps putting the numbers in perspective—we now know of 40 schools in Pennsylvania who have programs with our little effort. There are about 2,350 schools in Pennsylvania, so it is still a tiny effort. There are about four million adults who volunteer in Pennsylvania. That means there are five million who do not. So that although we are excited about what we have done, what the Federal effort would do would be to simply allow us to begin to move on the much larger piece that is left undone.

The **Chairman**. Has displacement of paid workers been a problem in Pennsylvania?

Mr. **Briscoe**. I call it an "issue", not a "problem". It has been vitally important in a State with a strong union tradition like Pennsylvania to sit down at the beginning and involve organized and unorganized labor at every step of the way.

We have some exciting examples—one, right near Cynthia—of heavy union involvement where we have got retired union craftsmen working with kids on housing rehabilitation. It is very exciting involvement. Unions are in many ways one of our great voluntary service organizations, and we should take advantage of them.

The **Chairman**. In some of these schools, do you get younger students involved in these programs as well?

Mr. **Briscoe**. We have 40 what we call "model schools" with our mini-grants—our mini-grants are $5,000—and in those schools, out of the 40, I think I am right in saying eight of those are primary schools, K through four or five.

The **Chairman**. Would you say these little project grants that you give the schools—the kind that Jacqueline Loso mentioned—really make a difference in terms of getting things off the ground?

Mr. **Briscoe**. The simple answer is yes. The problem is that it is also vitally important to have a Cynthia Parsons, or inspired and excellent leadership, putting those grants in the right place.

The **Chairman**. Ms. Parsons, in any of these programs that you have in SerVermont, do any of the students receive academic credit?

Ms. **Parsons**. Not to do with SerVermont, but throughout, my encouragement is that the service be integrated with the curriculum, much as Springfield, Massachusetts is doing it, so that for instance, there is no credit for what Jackie is doing except that for instance, she is taking a speech class, and her remarks have been vetted by her speech class two days ago, and she is undoubtedly going to hope for a little credit for volunteering to fly out of Burlington and be late and have to go through the anxiety of would we make it in time, et cetera.

The **Chairman**. Well, we would hope so as well.

Mr. **Briscoe**. Can we vote her an "A"? [Laughter.]

Ms. **Parsons**. One school in Vermont, only one, has a required community service. Several schools do give credit for community service activities of a serious nature. One high school allows students to take as much as one day a week with no classes and to be active in some kind of project which is then worked out with maybe their history teacher or English teacher or whatever.

The **Chairman.** Well, I think the involvement of the school curriculum in community service is something which hopefully, as a society, we will come to grips with. Many of the schools do provide some credit; some of the colleges do as well. Actually, I believe the University of Vermont does, as well as Brown.

Ms. **Parsons.** I have interns who work with me on SerVermont who are getting credit.

The **Chairman.** Yes. And I find really unacceptable the academic position that this somehow cannot be integrated into the whole educational systems. In talking to the academic deans in schools where they do have an educational credit, I hear, it does take some initiative. But the involvement of the students, either writing a paper or doing a report, and tying it into their own educational experience, seems to be worthwhile.

I want to thank all of you. We could spend the rest of the morning here. It is obviously a fascinating subject, and this has been enormously helpful to all of us.

I want to thank the students particularly, Ms. Loso and Ms. Brown, for not only your appearance here today, which was very important, but for your continued good work. Congratulations.

Thank you.

In our next panel, we welcome Leon Horne, Greg Humphrey and Stanley Hill. If they would be good enough to come forward.

Mr. Leon Horne is a member of the National Education Association Executive Committee; he is also Parental Involvement Coordinator for the Tacoma, Washington, school system. We want to thank you very much for being here.

## STATEMENT OF LEON HORNE, MEMBER, EXECUTIVE COMMITTEE, NATIONAL EDUCATION ASSOCIATION, AND PARENT INVOLVEMENT COORDINATOR, TACOMA PUBLIC SCHOOLS, TACOMA, WA; GREG HUMPHREY, DIRECTOR OF LEGISLATION, AMERICAN FEDERATION OF TEACHERS, AFL-CIO, WASHINGTON, DC, AND STANLEY HILL, INTERNATIONAL VICE PRESIDENT, AFSCME, AND EXECUTIVE DIRECTOR, AFSCME DISTRICT COUNCIL 37, NEW YORK, NY

Mr. **Horne.** Thank you, Mr. Chairman.

I am Leon Horne, a Parent Involvement Coordinator and former fifth and sixth grade teacher from Tacoma, Washington. I serve on the Executive Committee of the 1.9 million-member National Education Association.

I appreciate the opportunity to speak to you about a program that can improve the quality of life for all Americans—volunteer service.

NEA has long recognized the value of volunteer efforts both to society at-large and to those who participate in service experiences. We strongly support the Serve-America initiative.

A few months after his inauguration, President John F. Kennedy said that many people wrote, asking "What can we do for America?" He replied that in a free society, service cannot be dictated by public officials and said, "do the gradual things that are unspectacular and in many cases seem unrewarding."

NEA's members know what it means to do gradual, unspectacular things that make a powerful difference in the lives of individuals and in our national life. Thousands of our members commit their time and talents to volunteer efforts in their communities, and they know that their efforts make a genuine contribution while inspiring young persons to get involved as well. Providing communities with resources to initiate volunteer projects is truly a cost-effective way of addressing problems that challenge our Nation; and urging Americans at an early age to devote their time and talent will have positive effects far into the future.

The Serve-America bill would help restore the public school to its proper place in the community—a place to coordinate services as a partner, not as a sole provider.

Serve-America emphasizes several key elements of an effective volunteer program. It is centered in the community; it is based on a high level of cooperation and collaboration; it involves local public schools in community outreach activities, and it provides resources for training and other ongoing needs.

Moreover, by bringing together volunteers of different ages, races, sexes and ethnic and economic backgrounds, Serve-America would help all Americans learn to live and work together.

NEA strongly supports the provisions in the bill assuring that no funds are expended where any employee is displaced by the use of volunteers. We agree that appropriate, effective labor organizations must have an opportunity to review and comment on local applications so that funded programs add to rather than duplicate ongoing activities in the community.

Our Nation is seeing a tremendous resurgence of commitment to civic virtues and civic responsibilities. As a result, several new bills would establish programs to invest in our Nation's human resources and refurbish our Nation's infrastructure.

NEA supports the exploration of national service concepts that would enhance rather than replace the current Federal post-secondary student aid effort, including Senator Mikulski's National Community Service Act, Senator Dodd's Youth Service Corps Act, and Senator Pell's bill to offer educational benefits to youth in return for State-approved community service.

However, NEA opposes any attempt to rework existing Federal student aid programs into a system of incentives for military or other national services. Making national service a requirement for Federal student aid would undermine equal educational opportunity. It would depart radically from the philosophy that has guided Federal student aid policy. And it could ultimately be far more expensive than the present system. And by definition, mandatory national service would be counterproductive to reinvigorating the spirit of volunteerism.

Serve-America is unique in its inclusion of elementary school students as well as young adults. It would not compete with any other proposed program because it would concentrate on true volunteer efforts coordinated in public schools.

Anyone who has been involved in volunteer work as I have knows the reason most people cite for not getting involved is that no one asked. Serve-America will ensure that in communities across this Nation, someone will ask.

Thank you.

The CHAIRMAN. Thank you very much. That was very helpful.

[The prepared statement of Mr. Horne follows:]

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**LEGISLATIVE INFORMATION**

# TESTIMONY
# OF THE
# NATIONAL EDUCATION ASSOCIATION

ON

NATIONAL AND COMMUNITY SERVICE

BEFORE THE
COMMITTEE ON
LABOR AND HUMAN RESOURCES
OF THE
U.S. SENATE

PRESENTED BY
LEON HORNE
PARENT INVOLVEMENT COORDINATOR
TACOMA, WASHINGTON, PUBLIC SCHOOLS

APRIL 21, 1989

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MARY HATWOOD FUTRELL, President • KEITH GEIGER, Vice President • ROXANNE E. BRADSHAW, Secretary-Treasurer
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Mr. Chairman and Members of the Committee:

I am Leon Horne, a parent involvement coordinator in the Tacoma, Washington, Public School system. In addition, I am a member of the nine-member Executive Committee of the 1.9 million-member National Education Association, which represents professional and support employees in public elementary, secondary, vocational, and postsecondary schools throughout the nation. I appreciate this opportunity to speak with you on behalf of NEA about an exciting new concept in our nation's effort to improve the quality of life for all Americans.

Perhaps best known of the many important remarks President John F. Kennedy left with us was the challenge, "Ask not what your country can do for you, ask what you can do for your country." Fewer people remember the remarks that preceded that: "The energy, the faith, the devotion we bring to this endeavor will light our country and all who serve it, and the glow from that fire can truly light the world."

These words are truly appropriate for this time and the legislation proposed by Senator Kennedy, Serve America: the Service to America Act of 1989. The National Education Association has long recognized both the importance of appropriate volunteer efforts to society and the value of service experiences for our nation's youth, and we strongly support the Serve America initiative.

Serve America would authorize $100 million each year between Fiscal Year 1990 and 1994. The bulk of the funds under the program would be provided to states for distribution to local school districts to develop volunteer projects involving students in elementary and/or secondary grades. The grant program would distribute money based on the Chapter 1 formula and give preference to projects that enlist disadvantaged students as volunteers, involve students in the design and delivery of the programs, and include diverse groups of students working together. Serve America funds could be used for salaries for coordinators and supervisors, transportation costs, insurance, and other start up costs. Participating state and local agencies would be required to provide matching funds or in-kind contributions, and no federal funds could be used to provide volunteers any kind of stipend. In addition, Serve America would be coordinated with other related agencies at the local level, and — at the federal level — with the Job Training Partnership Act, and ACTION. In short, this legislation emphasizes the important elements of a program designed to enhance volunteer efforts: it is centered in the community, it is based on a high level of cooperation and collaboration, it involves local public schools in effective community outreach activities, and it provides resources for training and other ongoing needs to assure success.

A few months after his inauguration, President Kennedy had an opportunity to expand on the meaning of his challenge to Americans to serve. He said that many people wrote to him asking, "Will you say what we can do for America?" He explained that, in a free society, it should not be up to the federal government, the President or some other official, to determine in every instance how Americans should serve their country. "We must all do the gradual things which are unspectacular and in many cases seem unrewarding," he said, and later concluded that "If...you are able by the passage of some hours of a busy life to make a significant difference in the life of one of our fellow Americans...then I would hope you would feel that you've not only met your obligations as an individual but also as a participating member of a great society."

NEA's members know what it means to do the gradual things which are unspectacular but which make such a powerful difference in the lives of individuals and in our collective national life. Many of our members made a decision early in their lives to teach when they helped tutor a friend or a younger student. Many decided that they wanted to commit their lives to helping people as a result of an early experience working in a recreation center or as a camp counselor. Thousands of NEA members commit considerable time to volunteer efforts in their community, and they know that their efforts serve a dual purpose: to make a genuine difference in the lives of those touched by their work and to serve as a model to encourage their students to participate as well.

The Serve America bill correctly targets local schools as a key element of youth service initiatives at the local level. NEA believes that establishing a way for young people to contribute their time and their energy at an early age will have positive effects far into the future. Providing local communities with the resources to initiate volunteer projects to help the community — based on locally determined needs and locally determined objectives — is truly a cost-effective way of helping address many of the enduring problems that challenge our nation's ability to meet its ideals. The design of this legislation would help restore the public school to its proper place in the community: as the locus for coordinating a variety of social services — as a partner with other institutions and agencies, but not as the sole provider.

Serve America properly recognizes the need to establish an age-appropriate educational component to allow students to achieve maximum benefit from their service experiences. Such a requirement will make the volunteer efforts more effective by enhancing the skills of student participants, and it will also help demonstrate to students ways to use skills they obtain in the classroom to make a difference in the world around them.

At the same time, the Serve America program would emphasize the need for preservice and inservice training for both supervisors and participants. For this enterprise to be successful, participants must have access to programs to enhance technical, group decisionmaking, and human relations skills. Moreover, by emphasizing the need to establish programs that bring together volunteers of different ages, races, sexes, ethnic and economic backgrounds, Serve America can help address the pressing national need for Americans to learn to live and work together.

NEA strongly supports provisions in the bill assuring that no funds are expended where any employee is displaced by an employer as a result of the use of a volunteer under this program. In addition, requirements that appropriate, affected labor organizations reveiw and comment on local applications for funding are essential to the Act's fundamental goal of fostering useful activities that add to — rather than duplicate — programs and activities already available in a locality.

Our nation is seeing a tremendous resurgence of commitment to civic virtues and civic responsibility. As one result, a number of new bills would establish programs for young people to get involved in one-on-one efforts to invest in our nation's human resources and in community efforts to refurbish our nation's infrastructure.

NEA is also interested in several of these which have been introduced by members of the Committee, including the National Community Service Act, S. 408, introduced by Senator Mikulski to foster service on a parttime or weekend basis; the Youth Service Corps Act, S. 322, introduced by Senator Dodd to build on the concept of a youth conservation corps; and S. 576, introduced by Senator Pell to offer educational benefits to youth in return for state-approved community service. NEA supports the further exploration of national service concepts that would enhance, rather than replace, the current federal postsecondary student aid effort. However, NEA strongly opposes any attempt to rework existing federal student aid programs into a system of incentives for military or other national service. These important programs have their own purposes unrelated to national service goals.

Making national service a quid pro quo for federal postsecondary student aid would undermine equal educational opportunity for student from low- and lower middle-income families. It would be a radical departure from the philosophy that has guided our nation to compel our nation's young people to participate in public service projects. It would create serious obstacles to meeting manpower needs in the military service. And, according to estimates of the American Council on Education, it would cost as much as $50 billion per year to serve the same number of students currently receiving federal student aid. Finally, by definition, mandatory national service would be counterproductive to reinvigorating the spirit of volunteerism.

Serve America is unique in that it would involve young people in elementary school as well as young adults. And it would not compete with any other proposed program because it would be coordinated in the public schools and it would concentrate on volunteer efforts.

Serve America emphasizes the young. It places its resources in the community. And it properly relies upon the good will of the American people. As anyone who has been involved in volunteer work, as I have, knows the reason most people cite for not getting involved in volunteer work is that no one asked. Serve America will ensure that in thousands of communities across the nation, someone will ask.

Thank you.

The **Chairman**. I am glad to see an old friend, Greg Humphrey, again. He is Director of Legislation for the American Federation of Teachers. He has been very helpful on a range of issues and has testified before this committee many times in the past. It is good to have you here.

Mr. **Humphrey**. Thank you, Mr. Chairman.

I am pleased to see that some Senate traditions never die. I recall when Senator Magnusen was chairman of the Appropriations Committee, the Home Economics Association used to bring a chocolate cake to preface their testimony—and they always seemed to do quite well after that. There are some tactics that all of us have to remember. [Laughter.]

Mr. **Humphrey**. I am Greg Humphrey, Director of Legislation for the AFT. The AFT represents more than 700,000 primary and secondary school teachers, paraprofessionals and other school employees, college faculty, State employees, and health care professionals. The AFT strongly supports the concept of national and community service. We believe that most of our members entered their respective professions because of a sense of public service, and they have generated on their own some significant efforts that we believe fit right into what you are trying to foster here.

For example, our members in a number of cities have started dial-a-teacher programs where parents can call and get a teacher on the phone to help them help their children with homework. Our nurse members have opened up similar efforts to solicit the community to call with health problems and to use their expertise and professionalism as a way of augmenting the often very poor health resource that inner cities frequently have.

On a daily basis, education benefits from the work of many volunteers, usually parents, who work in our schools and make them better places for the Nation's children. Several of the proposals before Congress represent an excellent approach to balancing the often conflicting goals of community service, educational realities and economic necessity. These proposals offer a real opportunity for our youth to obtain or continue their education, to enter the world of work, and to provide a service to their country.

Your bill, the Service to America Act, encourages schools and community-based agencies to develop self-sufficient local projects, to create new opportunities for students and out-of-school youth to serve their communities.

Senator Mikulski has introduced the National Community Service Act, which would create service opportunities for citizens of all ages, modelled on the National Guard part-time service.

Senator Pell's Voluntary National Service and Education Demonstration Program would establish a pilot program offering educational benefits to youth enlisting in military or civilian programs.

And Senator Dodd's Youth Service Corps Act targets the special needs of disadvantaged youth and would establish a commission to explore the implications of broader national service.

All of these different approaches have promise and are supported by our Union. We believe that each measure offers strengths that complement each other, and that in the end, all should be considered.

While we strongly support the previously-mentioned proposals for national and community service, we emphatically oppose conditioning student eligibility for existing educational financial assistance on the performance of community, national or military service.

Further, we must be cautious not to create any program which would have the effect of displacing low-wage and low-skill workers. AFT supports the language in your bill, Mr. Chairman, which requires consultation with unions to prevent displacement or supplanting of existing jobs, and any program that passes the Congress should have such a provision in it.

We are troubled by the features of S.3, Senator Nunn's Citizenship and National Service Act. While we commend the Senator for helping to bring these issues to national attention, we believe S.3 would dismantle a proven system of support for students in higher education. Federal policy should enhance educational opportunities, not trade off one important interest against an other. The new GI Bill, existing student aid programs and community service should all have a place in the array of programs that serve our Nation's educational, military and service needs.

Cashing out existing Federal student assistance and making national service the sole basis on which students qualify for financial assistance is a bad idea. Rather than serve as a new beacon for young people who serve their communities, this approach would reduce educational opportunities rather than increase them and we believe would enhance the opportunities of higher-income youth in terms of educational opportunities. It would artificially reduce competition because for lower-income people who rely on Federal programs, the opportunity to attend college would be conditioned upon the service, while those who do not have the financial needs of lower-income people would be free to a greater extent to monopolize and have access to educational opportunities.

Volunteer activities should encourage service and learning experiences which are relevant to the educational system and the world of work. In addition, voluntary service programs should be structured to enhance the educational skills of pre-college youth in order to assure that educational benefits that may be promised at the end of service can be utilized.

Another feature the AFT recommends for a national service program is to allow all who wish to pursue their education directly to perform service after college with the accrued benefits dedicated toward retiring educational loans.

A national service program should contribute to the skills and productivity of young people entering the work force. It is no secret that our country is behind virtually all of its competitors in the educational skills of its youth. Recent studies by the National Assessment of Educational Progress demonstrate the shocking size of our educational deficit. We urge the Congress and the President to attend to our education deficit as one of the best strategies for reducing our budget and trade deficits which threaten the standard of living of all American families.

National service legislation that enhances educational achievement and work force productivity can be an important element in addressing our educational deficit as well as our Nation's service needs.

Thank you very much for the opportunity to appear, Mr. Chairman. We look forward to working with you on this important bill.

The CHAIRMAN. Thank you very much.

[The prepared statement of Mr. Humphrey follows:]

# STATEMENT OF GREGORY A. HUMPHREY
# AMERICAN FEDERATION OF TEACHERS, AFL-CIO
# BEFORE THE SENATE COMMITTEE
# ON LABOR AND HUMAN RESOURCES

April 21, 1989

Mr. Chairman and Members of the Committee:

I am Gregory A. Humphrey, Director of Legislation of the American Federation of Teachers. The AFT represents more than 700,000 primary and secondary school teachers, paraprofessionals and other school employees, college faculty, state employees and health care professionals.

The issue before this Committee, the expansion of our national commitment to community service, is one that has been of long-standing concern to the AFT. We are grateful that Members of this Committee and other members of Congress, have recognized that community service is an issue that would benefit from federal attention. We are grateful for the opportunity to present the AFT's views on this important issue today.

The AFT strongly supports the concept of national and community service. We believe that most of our members entered their respective professions because of a sense of public service. On a daily basis, education benefits from the work of the many volunteers, usually parents, who work in our schools and make them better places for the nation's children.

Over a quarter of a century ago, President Kennedy said we should ask what we could do for our country. This challenge, which served as a beacon for national and community service to an entire generation of Americans, is in need of renewal today. With the establishment of the Peace Corps, VISTA and ACTION, millions of people both here and in other parts of the world have been enriched and have benefited by the work and idealism of those who responded to President Kennedy's challenge.

The time has come to reawaken the spirit of service to nation and to community once again. In doing so however, we must be aware of the changes in American society since the 1960's and we must be careful to carve out a role for national and community service that is consistent with other concerns of our country.

Several of the proposals before Congress represent an excellent approach to balancing the often conflicting goals of community service and economic necessity. These proposals offer a real opportunity for our youth to obtain or continue their education, to enter the world of work and to provide a service to their country.

Senator Kennedy's bill, "Service to America Act," encourages schools and community based agencies to develop self-sufficient local projects to create new opportunities for students and out-of-school youth to serve their communities. Senator Mikulski has introduced the "National Community Service Act," which would create service opportunities for citizens of all ages, modeled on a National Guard type of part-time service.

Senator Pell's "Voluntary National Service and Education Demonstration Program," would establish a pilot program offering educational benefits to youth enlisting in military or civilian programs. Senator Dodd's "Youth Service Corps Act" targets the special needs of disadvantaged youths and would establish a commission to explore the implication of broader national service. All of these approaches have promise and are supported by our Union.

While the AFT strongly supports the previously mentioned proposals for national and community service, we emphatically oppose conditioning student eligibility for existing educational financial assistance on the performance of community, national or military service. Further, we must be cautious not to create any program which would have the effect of displacing low-wage and low-skilled workers.

We are therefore troubled by these features of the legislation introduced by Senator Nunn, the "Citizenship and National Service Act," S.3. While we commend Senator Nunn for helping to bring this issue to national attention, we believe S.3 would dismantle a proven system of support for students in higher education. Federal policy should enhance educational opportunities, not trade off one important interest against another. The new G.I. Bill, existing student aid programs and new assistance from community service should all have a place in the array of programs that serve our nation's educational, military and service needs.

S.3 would cash out existing federal student assistance programs and make national service as the sole basis on which students would qualify for financial assistance. Rather then serve as a new beacon for young people to serve their community, this approach could reduce educational opportunities rather than increase them. The AFT has supported the G.I. Bill for Vietnam veterans,

and the new G.I. bill recently enacted by Congress. Our Union believes that the nation should reward those who have served in the military and in a civilian capacity for their contribution. Cashing out critical student assistance programs in order to pay for these past service benefits is a flawed approach.

Because S.3 would deny financial assistance until national service has been completed, the net effect would be to establish mandatory service for all students who need federal assistance to pursue higher education while students from upper-income families would enjoy even greater access to college because of artificially reduced competition. With the rising costs of college educations, the number of students who will be in a position to attend college without financial aid will continue to diminish. Recent studies have found that students' chances of obtaining a higher education greatly increase if they enter college immediately after high school. It would be a mistake to build a new barrier to college attendance after high school for low and middle income American youth.

While the current student aid system is not perfect, it has assisted millions of students who otherwise would not have been able to attend college. The goal of any program should be to increase educational opportunities, not diminish them. Under S.3, the real possibility exists that not enough national service positions would be available, thus creating another - and probably final - barrier to many students who want a higher education.

The AFT stands ready to help this Committee and Congress develop a comprehensive national policy which will create a needed national service program for all citizens and which will not diminish educational opportunities in the process. In doing so, we should be careful not to destroy existing national goals. Educational benefits which are linked with voluntary service should be viewed as an addition, and not a replacement, to student financial assistance programs, thus advancing our national goal of equal educational opportunity.

Volunteer activity should encourage service and learning experiences which are relevant to the educational system and the world of work. In addition, voluntary service programs should be structured to enhance the educational skills of pre-college youth in order to assure that the educational benefits promised at the end of service can be utilized.

Another feature that the AFT recommends for a national service program is to allow all who wish to pursue their education directly to perform service after college with the accrued benefits dedicated toward retiring educational loans.

A national service program should contribute to the skills and productivity of young people entering the work force. It is no secret that our country is behind virtually all of its competitors in the educational skills of its youth. Recent studies by the National Assessment of Educational Progress demonstrate the shocking size of our education deficit. We urge the Congress and the President to attend to our education deficit as one of the best strategies for reducing our budget and trade deficits which threaten the living standards of all American families. National service legislation that enhances educational achievement and workforce productivity can be an important element in addressing our educational deficit.

The CHAIRMAN. Our panelists perhaps are unaware, but we have been joined by some fine members of the West Point Military Academy. I will have a chance to visit with them a little later at the conclusion of our hearing.

We want to welcome all of them to our hearing. We are having a hearing on national voluntary service, and we have had a good series of witnesses, starting with Admiral Watkins, who is the former Chief of Naval Operations, and is now Secretary of Energy. And we have heard from some students who have been involved in programs in different parts of our country.

We want to welcome all of you here. We know that you as well are involved in national service, so we want to thank you for joining us here today. We look forward to having a chance to visit with you a little later.

We will now hear from Mr. Stanley Hill. We are glad to have you here, Mr. Hill. Mr. Hill is International Vice President, American Federation of State, County and Municipal Employees, and Executive Director of AFSCME's District Council 37 in New York.

We are glad to have you here.

Mr. HILL. Thank you, Mr. Chairman.

Mr. Chairman, I am Stanley Hill, International Vice President of the American Federation of State, County and Municipal Employees, called AFSCME; I am also the Executive Director of District Council 37 of AFSCME, in New York City. I am accompanied by Charles Loveless, my Associate Director of AFSCME's Department of Legislation.

We appreciate the opportunity to appear here today on behalf of AFSCME, which represents more than 1.2 million employees of State and local governments and nonprofit agencies across the Nation.

AFSCME represents the people who serve the public. Our members are child care workers, laborers, sanitation workers, clerks, secretaries, teachers' aides, school crossing guards, hospital aides, librarians, lawyers and social workers. By the very nature of their jobs, they have an ingrained sense of community service.

For almost a decade now, the value of public service has been denigrated by many political figures at all levels of Government. Morale among Government employees all across the country has plunged in the face of a vicious cycle of both program cutbacks which produce unmanageable workloads, and anti-Government rhetoric which condemns public programs and employees as ineffective.

We are gratified therefore to see in the current dialogue about national service a renewed appreciation of the value of community service. It is time to turn away from the self-centeredness of the last decade and to rediscover the virtues of civic responsibility toward our neighbors and our community.

Nonetheless, we urge you to proceed cautiously with community service legislation. While there is no real consensus on what community service means, two principal objectives appear to run through many of the proposals now pending before Congress—(1) addressing unmet domestic needs and (2) restoring a faltering civic spirit.

The apparent appeal of using a community service program to meet unmet social needs is obvious. Over the last eight years, Federal aid to State and local governments declined by 45 percent in 1982 dollars. On the face of it, it seems convenient to provide a labor pool of young people for community service programs, while simultaneously achieving other policy objectives such as conditioning Federal student aid on community service, providing job training for the disadvantaged, and creating opportunities for young people of different socio-economic backgrounds to learn from each other by working together.

However, it must be emphasized that these objectives cannot be comfortably and successfully combined if the primary goal and major effect of community service is to fulfill unmet public needs with unpaid workers or workers who receive a minimal stipend without regular employee status.

It is not realistic to expect relatively untrained, transient workers to provide the same quality of public services previously provided by trained employees working in a stable employment environment.

In addition, a large-scale, Federally-financed community service program almost certainly will displace many entry-level jobs in the State and local government and nonprofit sectors if it sets up unlimited service positions in local agencies.

While national service proponents insist and sincerely intend that volunteers would only do work no one else is doing, there inevitably would be a very strong incentive, given the fiscal crunch at the State and local government level to cut back on employed positions and use volunteers to meet local needs.

Indeed, we believe there is a very strong potential for displacement of lower-wage, lower-skilled entry jobs.

The implications of job displacement go beyond what some might characterize as the special-interest concerns of a union representing public and nonprofit workers. The AFSCME Research Department completed a study which we are releasing today to the committee graphically showing which demographic groups would be most adversely affected by a large-scale community service program.

Our study is based on Equal Employment Opportunity Commission, EEOC, report forms submitted to the EEOC by State and local government employers. The EEOC report form breaks down the State and local work force into eight basic job categories.

Based on the skill level required for performing these various jobs, it is likely that the vast majority of community service participants would be channelled into the three lowest-paid job categories—administrative support, paraprofessional and service-maintenance.

The EEOC data clearly indicates a trend of increasing dominance in these positions by minority workers. Consequently, it would be minority groups who stand the most to lose from a large-scale community service program.

This should come as no surprise. Based on our own AFSCME membership, service position such as daycare, home health care, nurses' aides, and park maintenance are becoming increasingly dominated by women and minorities.

Employment within State and local governments historically has served as an entry into the labor market and a path out of poverty for blacks, Hispanics and other minority groups. To reduce the number of paid jobs within Government is to reduce employment opportunities for these groups.

Of all the national community service proposals pending before Congress, S. 3, the Democratic Leadership Council—DLC—proposal introduced by Senators Sam Nunn and Charles Robb, is likely to have the greatest negative impact on paid employment, given the nature of the work to be performed, the intended size of the program, and the way in which assignments will be structured. The DLC plan closely resembles the public service employment program under the Comprehensive Employment and Training Act, or CETA. The delivery system is similar and so is the type of work which participants would perform. A critical difference, however, is that the participants would have no employment rights.

S. 3 includes anti-displacement protections adopted as part of the Family Assistance Act which was enacted last year. while S. 3 does include some provisions to protect current workers, these provisions are considerably weaker than those contained in Senator Kennedy's proposal, S. 650, and S. 322, introduced by Senator Dodd.

We have attached to our written statement a description of the provisions we believe are necessary for any volunteer service program. However, we must emphasize that stronger anti-displacement provisions will not by themselves prevent displacement. Program structure is equally important. A more limited community service program which focuses on developing a commitment to helping others without financial rewards is considerably better than a program which is driven by the need to create massive numbers of service provisions, or which is intended to address other public policy matters.

Our central goal should be to awaken a sense of responsibility and commitment that is freely given and which young people in particular will carry with them throughout their lives. We should help them find the self-esteem and pride that comes from helping others.

We support the concept of service and the programmatic structure in the proposals which have been introduced by Senator Kennedy and Senator Barbara Mikulski. Senator Mikulski's bill, S. 408, would create part-time service opportunities for people of all ages, while Senator Kennedy's plan would set up school-based programs that include mandates for an educational component and student involvement in the development of projects.

Senator Kennedy's plan would not involve the expenditure of massive amounts of funds that could further squeeze other vital domestic programs. Indeed, by structuring the Federal program as a catalyst for the development of self-sufficient local projects, Senator Kennedy has found a way to avoid increasing pressure on the Federal budget. With strong anti-displacement protections, a requirement for clearly-defined projects, and time limits on participation, we believe that both Senator Kennedy's and Senator Mikulski's programs could make a valuable contribution to society without further damaging the morale of millions of people whose work it is to service the public.

We thank the chairman and the committee for the opportunity to present our views on this matter of utmost concern to State and local governments and nonprofit workers. We stand ready to answer any questions you may have.

Thank you.

The CHAIRMAN. Thank you very much.

[The prepared statement of Mr. Hill follows:]

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# STATEMENT

of

STANLEY HILL
INTERNATIONAL VICE PRESIDENT
AMERICAN FEDERATION OF STATE, COUNTY AND
MUNICIPAL EMPLOYEES

before the

COMMITTEE ON LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

on

NATIONAL AND COMMUNITY SERVICE

APRIL 21, 1989

*in the public service*

Mr. Chairman and members of the Committee, I am Stanley Hill, International Vice President of the American Federation of State, County and Municipal Employees (AFSCME) and Executive Director of District Council 37 of AFSCME, New York, New York. I am accompanied by Charles M. Loveless, Associate Director of AFSCME's Department of Legislation. We appreciate the opportunity to appear here today on behalf of AFSCME which represents more than 1.2 million employees of state and local governments and non-profit agencies across the nation.

AFSCME represents people who serve the public. Our members are child care workers, laborers, sanitation workers, clerks, secretaries, teacher aides, school crossing guards, hospital aides, librarians, lawyers and social workers. By the very nature of their jobs, they have an ingrained sense of community service.

For almost a decade now, the value of public service has been denigrated by many political figures at all levels of government. Morale among government employees all across the country has plunged in the face of a vicious cycle of both program cutbacks which produce unmanageable workloads and anti-government rhetoric which condemns public programs and employees as ineffective.

We are gratified, therefore, to see in the current dialogue about national service a renewed appreciation of the value of community service. It is time to turn away from the self-centeredness of the last decade and to rediscover the virtues of civic responsibility toward our neighbors and community.

Nonetheless, we urge you to proceed cautiously with community service legislation. While there is no real consensus on what community service means, two principal objectives appear to run through many of the proposals now pending before Congress: (1) addressing unmet domestic needs and (2) restoring a faltering civic spirit.

The apparent appeal of using a community service program to meet unmet social needs is obvious. Over the last eight years, federal aid to state and local governments declined by 45 percent in 1982 dollars. On its face, it seems convenient to provide a labor pool of young people for community service programs while simultaneously achieving other policy objectives such as conditioning federal student aid on community service, providing job training for the disadvantaged and creating opportunities for young people of different socioeconomic backgrounds to learn from each other by working together.

However, it must be emphasized that these objectives cannot be comfortably and successfully combined if the primary goal and major effect of community service is to fulfill unmet public needs with unpaid workers or workers who receive a minimal stipend without regular employee status. It is not realistic to expect relatively untrained, transient workers to provide the same quality of public services previously provided by trained employees working in a stable employment environment.

In addition, a large scale, federally financed community service program almost certainly will displace many entry level jobs in the state and local government and non-profit sectors if it creates unlimited service positions in local agencies. While national service proponents insist, and sincerely intend, that volunteers would only do work no one else is doing, there inevitably would be a very strong incentive, given the fiscal problems faced by state and local governments, to cut back on employed positions and use volunteers to meet local needs. Indeed, we believe there is a very strong potential for displacement of lower-wage, lower-skilled entry jobs.

The implications of job displacement go beyond what some might characterize as the special interest concerns of a union representing public and non-profit workers. The AFSCME Research Department completed a study which we are releasing today to the Committee graphically showing which demographic groups would be most adversely affected by a large scale community service program. It is set forth below as Attachment "A".

Our study is based on Equal Employment Opportunity Commission (EEOC) report forms submitted to this agency by state and local government employers. The EEOC report forms divide the state and local workforce into eight job-categories: officials/administrators, professionals, technicians, protective service, paraprofessional, administrative support, skilled craft and service/maintenance.

Based on the skill level required for performing these various jobs, it is likely that the vast majority of community service participants would be channeled into the three lowest paid job categories: administrative support, paraprofessional and service-maintenance. The EEOC data clearly indicates a trend of increasing dominance in these positions by minority workers. Consequently, it would be minority groups who stand the most to lose from a large scale, community service program.

This should come as no surprise. Based on our own membership, service positions such as day care, home health care, nurses' aides and park maintenance are becoming increasingly dominated by women and minorities.

Employment within state and local government historically has served as an entry into the labor market and a path out of poverty for Blacks, Hispanics and other minority groups. To reduce the number of paid jobs within government is to reduce employment opportunities for these groups.

Of all the national community service proposals pending before Congress, S. 3, the Democratic Leadership Council (DLC), proposal introduced by Senators Sam Nunn and Charles Robb, is likely to have the greatest negative impact on paid employment, given the nature of the work to be performed, the intended size of the program and the manner in which assignments will be structured. The DLC plan closely resembles the public service employment program under the Comprehensive Employment and Training Act (CETA). The delivery system is similar and so is the type of work which participants would perform. A critical difference, however, is that participants would have no employment rights.

S. 3 includes anti-displacement protections adopted as part of the Family Assistance Act which was enacted last year. While S. 3 does include some provisions to protect current workers, these provisions are considerably weaker than those contained in Senator Edward Kennedy's proposal, S. 650 and S. 322, introduced by Senator Christopher Dodd. We are attaching a description of the provisions we believe are necessary for any such volunteer service program in Attachment "B".

However, we must emphasize that stronger anti-displacement provisions will not by themselves prevent displacement. Program structure is equally important. The relationship between program design and displacement was recognized toward the end of CETA when Congress limited participation in the program to 18 months and required that at least half of the funds be used to establish projects instead of paying for individual assignments to state and local agencies. The objective was to differentiate the CETA program from the traditional services provided by local agencies. By way of contrast, S. 3 lacks the project approach and allows up to two years of service -- a period of time that is longer than many young workers stay in regular jobs.

Even if the structure of S. 3 was revised, the sheer size of the program would create inevitable pressures to displace existing jobs. States would have to create at least 600,000 positions, all of them lacking employment status and benefits for the participants.

Moreover, the legislation's requirement that most federal educational assistance be linked to civilian or military service would result in low-income students (who may be most in need of assistance to gain access to post-secondary education) feeling forced into service or being penalized for not being able to serve. This clearly raises a conflict with the traditional American values of access to and equal opportunity for post-secondary education. It also ignores a democratic society's need for a well educated and trained citizenry.

A more limited community service program which focuses on developing a commitment to helping others without financial rewards is considerably better than a program which is driven by the need to create massive numbers of service positions or which is intended to address other public policy matters. Our central goal should be to awaken a sense of responsibility and commitment that is freely given and which young people, in particular, will carry with them throughout their lives. We should help them find the self-esteem and pride that comes from helping others.

We support the concept of service and the programmatic structure in the proposals which have been introduced by Senator Edward Kennedy and Senator Barbara Mikulski. Senator Mikulski's bill, S. 408, would create part-time service opportunities for people of all ages, while Senator Kennedy's plan would set up school-based programs that include mandates for an educational component and student involvement in the development of projects.

Senator Kennedy's plan would not involve the expenditure of massive funds that could further squeeze other vital domestic programs. Indeed, by structuring the federal program as a catalyst for the development of self-sufficient local projects, Senator Kennedy has found a way to avoid increasing pressure on the federal budget. With strong anti-displacement protections, a requirement for clearly defined projects, and time limits on participation, both Senator Kennedy's and Senator Mikulski's programs could make a valuable contribution to society without further damaging the morale of the millions of people whose work is to service the public.

We thank the Chairman and the Committee for the opportunity to present our views on this matter of utmost concern to state and local governments and non-profit workers. We would be pleased to answer any questions at this time.

ATTACHMENT "A"

# EMPLOYMENT PATTERNS AMONG SELECTED DEMOGRAPHIC GROUPS IN THE STATE AND LOCAL SECTOR

Completed By

Research Department
AFSCME
1625 L Street, N. W.
Washington, D. C. 20036

# EMPLOYMENT PATTERNS AMONG SELECTED DEMOGRAPHIC GROUPS IN THE STATE AND LOCAL SECTOR

## EXECUTIVE SUMMARY

- Nationwide, the proportion of women and minority males employed by state and local governments has increased between the years of 1973 and 1985.
- Of the eight EEOC-designated job categories (Officials/Administrators; Professionals; Technicians; Protective Service; Paraprofessional; Office/Clerical; Skilled Craft; and, Service/Maintenance), the three lowest paid tend to be dominated by women and minority workers: Office/Clerical; Paraprofessional; and, Service/Maintenance.
- Among nine large representative cities (Chicago, Detroit, Houston, Los Angeles, Memphis, New York City, Philadelphia, San Antonio, and San Jose) males -- white and minority -- predominate in the total work forces while minority females predominate in the two lowest paid job categories: Office/Clerical and Paraprofessional.
- Jobs in Service/Maintenance, the third lowest paid job category in state and local government work forces, are held by minority males in numbers disproportionate to their representation in the nine city work forces.

# EMPLOYMENT PATTERNS AMONG SELECTED DEMOGRAPHIC GROUPS IN STATE AND LOCAL GOVERNMENTS

## STATE AND LOCAL GOVERNMENT STATISTICS

The United States Equal Employment Opportunity Commission summarizes a sample of the reports it receives from state and local governments in a publication titled **"Minorities and Women in State and Local Government"**. Such a report was published in 1973 and then, most recently, in 1985. Some of the comparisons in these reports follow.

**FROM 1973 TO 1985, THE PROPORTION OF EMPLOYMENT OF MALES AND WHITE MALES DECREASED, WHILE THE PROPORTION OF EMPLOYMENT OF WOMEN AND MINORITY MALES INCREASED.**

| GROUP | 1973 | 1985 | DIFF |
|---|---|---|---|
| White Males | 54.7% | 45.7% | -9.0% |
| Black Males | 7.5% | 8.9% | +1.4% |
| Hisp Males | 2.3% | 3.2% | +0.9% |
| Asian Males | 0.3% | 0.8% | +0.5% |
| Total Males | 65.3% | 58.8% | -6.5% |
| White Fems | 27.1% | 29.5% | +2.4% |
| Black Fems | 6.2% | 8.7% | +2.5% |
| Hisp Fems | 1.0% | 2.0% | +1.0% |
| Asian Fems | 0.3% | 0.7% | +0.4% |
| Total Fems | 34.7% | 41.2% | +6.5% |
| TOTAL REPORTED | 3808538 | 4741508 | |

(See Chart 1 and 2 attached.)

**BOTH IN 1973 AND IN 1985, THE THREE LOWEST PAID JOB CATEGORIES WERE OFFICE/CLERICAL, PARA-PROFESSIONAL, AND SERVICE/MAINTENANCE, ACCORDING TO THE EEOC REPORT.**

**WOMEN PREDOMINATE IN PARA-PROFESSIONAL AND OFFICE/CLERICAL CATEGORIES.**

In 1973, 65.4% of para-professional positions reported were held by women. In 1985, 70.6% of para-professional jobs were held by women. Of all women in the jurisdictions included in the report, 15.8% in 1973 and 13.3% in 1985 held para-professional jobs.

In 1973, 84.55% of office/clerical positions reported were held by women. In 1985, 87.8% of office/clerical jobs were held by women. Of all women in the jurisdictions included in the report, 45.9% in 1973 and 39.3% in 1985 held office/clerical positions.

Over one-half of all the women working for jurisdictions included in the report held either para-professional or clerical positions.

(See Chart 3 and 4 attached.)

**MINORITY MALES ARE DISPROPORTIONATELY REPRESENTED IN THE SERVICE/MAINTENANCE CATEGORY.**

In 1973, 27.5% of service/maintenance jobs were held by minority males, although minority males were only 10.6% of the total work forces included in the report. In 1985, 31.6% of service/maintenance jobs were reported as held by minority males, while minority males were only 13.2% of the total work forces.

In 1973 47.4% of all minority males reported as working for states and local governments held service/maintenance positions. In 1985, 35.5% of all minority males still held service/maintenance positions.

(See Chart 5 attached.)

**MALES ARE OVER-REPRESENTED AND FEMALES ARE UNDER-REPRESENTED - AS COMPARED TO THEIR REPRESENTATION WITHIN THE CIVILIAN WORK FORCE - WITHIN THE WORK FORCES OF NINE REPRESENTATIVE CITIES: CHICAGO, DETROIT, HOUSTON, LOS ANGELES, MEMPHIS, NEW YORK CITY, PHILADELPHIA, SAN ANTONIO, AND SAN JOSE.** (Data on these specific cities were provided to the AFSCME Research Department by officials of the jurisdictions in the form of the most current EEO-4 Report forms.)

## REPRESENTATION OF MALES

| | CITY | CIV WK/FCE | % OF REP |
|---|---|---|---|
| New York City | 67.8% | 55.0% | 123% |
| San Jose | 73.3% | 57.5% | 127% |
| Detroit | 71.1% | 55.1% | 129% |
| Houston | 75.1% | 56.2% | 133% |
| Los Angeles | 76.5% | 56.7% | 135% |
| Philadelphia | 73.0% | 54.0% | 135% |
| San Antonio | 77.6% | 57.1% | 136% |
| Chicago | 79.0% | 54.9% | 144% |
| Memphis | 79.4% | 54.9% | 145% |

## REPRESENTATION OF FEMALES

| | CITY | CIV WK/FCE | % OF REP |
|---|---|---|---|
| Memphis | 20.6% | 45.1% | 46% |
| Chicago | 21.0% | 45.1% | 46% |
| San Antonio | 22.4% | 42.9% | 52% |
| Los Angeles | 23.5% | 43.3% | 54% |
| Houston | 24.9% | 43.8% | 57% |
| Philadelphia | 27.0% | 46.0% | 59% |
| San Jose | 26.7% | 42.5% | 63% |
| Detroit | 28.9% | 44.9% | 64% |
| New York City | 32.2% | 45.0% | 71% |

(See Charts 6 through 14 attached.)

**WHITE FEMALES TEND TO BE SEVERELY UNDER-REPRESENTED.**

REPRESENTATION OF WHITE FEMALES

| | CITY | CIV WK/FCE | % OF REP |
|---|---|---|---|
| San Antonio | 5.7% | 39.4% | 14.4% |
| Detroit | 5.5% | 35.4% | 15.5% |
| Chicago | 7.6% | 33.5% | 22.6% |
| Houston | 8.3% | 34.0% | 24.4% |
| Los Angeles | 8.5% | 33.5% | 25.3% |
| New York City | 9.1% | 30.8% | 29.5% |
| Philadelphia | 11.2% | 36.8% | 30.4% |
| Memphis | 9.9% | 26.8% | 36.9% |
| San Jose | 17.5% | 33.8% | 56.7% |

**BLACK MALES AND BLACK FEMALES TEND TO BE REPRESENTED ABOVE THEIR INCIDENCE IN THE CIVILIAN WORK FORCE WITHIN THE SEVEN CITIES FOR WHICH CURRENT BLACK CIVILIAN WORK FORCE DATA IS AVAILABLE.**

BLACK MALE REPRESENTATION

| | CITY | CIV WK/FCE | % OF REP |
|---|---|---|---|
| New York City | 14.2% | 10.7% | 132% |
| Memphis | 34.6% | 20.4% | 169% |
| Chicago | 19.3% | 10.5% | 184% |
| Houston | 20.1% | 8.7% | 244% |
| Los Angeles | 15.8% | 4.8% | 329% |
| Philadelphia | 27.6% | 8.1% | 340% |
| Detroit | 41.3% | 9.1% | 455% |

### BLACK FEMALE REPRESENTATION

| | CITY | CIV WK/FCE | % OF REP |
|---|---|---|---|
| Memphis | 10.7% | 17.8% | 60% |
| Chicago | 11.7% | 9.9% | 118% |
| Los Angeles | 7.6% | 4.9% | 155% |
| Houston | 12.5% | 8.0% | 156% |
| New York City | 18.9% | 11.4% | 165% |
| Philadelphia | 15.2% | 8.3% | 183% |
| Detroit | 22.8% | 8.7% | 262% |

(See Charts 15 through 21)

**HISPANIC MALES AND FEMALES TEND TO BE REPRESENTED BELOW THEIR INCIDENCE IN THE CIVILIAN WORK FORCE IN THE SIX CITIES FOR WHICH DATA IS REPORTED. HISPANIC WOMEN ARE UNDER-REPRESENTED IN ALL SIX CITIES, HISPANIC MEN ARE UNDER-REPRESENTED IN FOUR CITIES AND IN TWO - SAN JOSE AND SAN ANTONIO - THEY ARE REPRESENTED OVER THEIR INCIDENCE IN THE CIVILIAN LABOR FORCE.**

### REPRESENTATION OF HISPANIC MALES

| | CITY | CIV WK/FCE | % OF REP |
|---|---|---|---|
| New York City | 6.3% | 10.5% | 60% |
| Chicago | 3.8% | 5.5% | 69% |
| Los Angeles | 13.5% | 18.8% | 72% |
| Houston | 9.7% | 8.6% | 78% |
| San Antonio | 47.0% | 28.2% | 166% |
| San Jose | 15.8% | 8.0% | 197% |

## REPRESENTATION OF HISPANIC FEMALES

| | CITY | CIV WK/FCE | % OF REP |
|---|---|---|---|
| Los Angeles | 4.0% | 11.7% | 34% |
| Chicago | 1.2% | 2.9% | 41% |
| New York City | 3.7% | 7.9% | 46% |
| Houston | 3.3% | 5.8% | 56% |
| San Antonio | 13.7% | 19.0% | 72% |
| San Jose | 4.5% | 5.2% | 86% |

(Above based on data found in Exhibit I)

**WHILE THE NUMBER OF WOMEN IS WELL BELOW THEIR REPRESENTATION IN THE CIVILIAN LABOR FORCE OF THE NINE CITIES, THEY ARE REPRESENTED WELL ABOVE THEIR INCIDENCE IN THE CIVILIAN LABOR FORCE AND IN EACH CITY WORK FORCE IN THE TWO LOWEST PAID JOB CATEGORIES: OFFICE/CLERICAL AND PARA-PROFESSIONAL.**

## REPRESENTATION OF WOMEN IN OFFICE/CLERICAL JOBS

| | % OFF/CL IN CITY | % IN CITY WK/FCE | % OF REP |
|---|---|---|---|
| New York City | 80.2% | 32.2% | 249% |
| Detroit | 82.9% | 28.9% | 287% |
| Philadelphia | 82.5% | 27.0% | 306% |
| San Jose | 94.3% | 26.7% | 353% |
| Los Angeles | 83.1% | 23.5% | 354% |
| San Antonio | 81.3% | 22.4% | 363% |
| Houston | 90.6% | 25.0% | 364% |
| Chicago | 84.4% | 21.0% | 402% |
| Memphis | 83.5% | 20.6% | 405% |

**OF A TOTAL OF 44070 OFFICE/CLERICAL POSITIONS IN THE NINE CITIES, 3020 (6.9%) ARE HELD BY MALES, 9028 (20.5%) ARE HELD BY WHITE FEMALES, 21337 (48.4%) ARE HELD BY BLACK FEMALES, AND 4929 (10.5%) ARE HELD BY HISPANIC FEMALES.**

**WOMEN ARE OVER-REPRESENTED IN PARA-PROFESSIONAL POSITIONS WHEN COMPARED TO THE REPRESENTATION OF WOMEN IN THE CITY WORK FORCES.**

**REPRESENTATION OF WOMEN IN PARA-PROFESSIONAL JOBS**

| | % PARA-P IN CITY | % IN CITY WK/FCE | % OF REP |
|---|---|---|---|
| New York City | 50.7% | 32.2% | 157% |
| San Jose | 50.0% | 26.7% | 187% |
| Memphis | 42.4% | 20.6% | 206% |
| Philadelphia | 56.1% | 27.0% | 208% |
| Los Angeles | 49.0% | 23.5% | 208% |
| Detroit | 71.8% | 28.9% | 248% |
| San Antonio | 57.8% | 22.4% | 258% |
| Chicago | 64.5% | 21.0% | 307% |
| Houston | 78.0% | 24.9% | 313% |

**OF A TOTAL OF 8549 PARA-PROFESSIONAL POSITIONS IN THE NINE CITIES, 1069 (12.5%) ARE HELD BY WHITE FEMALES, 2804 (32.8%) ARE HELD BY BLACK FEMALES, AND 651 (7.6%) ARE HELD BY HISPANIC FEMALES.**

**WITH FEW EXCEPTIONS, THE REPRESENTATION OF WHITE, BLACK AND HISPANIC WOMEN IN OFFICE/CLERICAL AND PARA-PROFESSIONAL JOBS IS WELL ABOVE THE REPRESENTATION OF EACH GROUP IN THE CITY WORK FORCE.**

% OF WOMEN IN OFFICE/CLERICAL POSITIONS AS COMPARED TO REP IN CITY WORK FORCE

| | WHITE | | BLACK | | HISPANIC | |
|---|---|---|---|---|---|---|
| | CITY | O/CL | CITY | O/CL | CITY | O/CL |
| Chicago | 7.6 | 26.5 | 11.7 | 51.3 | 1.2 | 5.7 |
| Detroit | 5.5 | 11.0 | 22.8 | 71.0 | .2 | .6 |
| Houston | 8.3 | 22.4 | 12.5 | 52.0 | 3.3 | 14.2 |
| Los Angeles | 8.5 | 23.3 | 7.6 | 29.4 | 4.0 | 17.5 |
| Memphis | 9.9 | 43.6 | 10.7 | 39.9 | -0- | -0- |
| New York City | 9.1 | 15.6 | 18.9 | 53.5 | 3.7 | 10.2 |
| Philadelphia | 11.2 | 34.8 | 15.2 | 46.3 | .4 | 1.0 |
| San Antonio | 5.7 | 11.3 | 2.9 | 9.0 | 13.7 | 61.0 |
| San Jose | 17.5 | 58.3 | 1.4 | 5.7 | 4.5 | 18.6 |

% OF WOMEN IN PARA-PROFESSIONAL POSITIONS
AS COMPARED TO REP IN CITY WORK FORCE

| | WHITE | | BLACK | | HISPANIC | |
|---|---|---|---|---|---|---|
| | CITY | P/P | CITY | P/P | CITY | P/P |
| Chicago | 7.6 | 16.9 | 11.7 | 43.2 | 1.2 | 3.6 |
| Detroit | 5.5 | 14.8 | 22.8 | 55.0 | .2 | 1.7 |
| Houston | 8.3 | 6.0 | 12.5 | 50.0 | 3.3 | 16.0 |
| Los Angeles | 8.5 | 18.9 | 7.6 | 14.1 | 4.0 | 8.0 |
| Memphis | 9.9 | 20.1 | 10.7 | 22.3 | -0- | -0- |
| New York City | 9.1 | 11.2 | 18.9 | 31.2 | 3.7 | 7.6 |
| Philadelphia | 11.2 | 10.7 | 15.2 | 44.7 | .4 | .3 |
| San Antonio | 5.7 | 10.8 | 2.9 | 11.4 | 13.7 | 35.3 |
| San Jose | 17.5 | 23.3 | 1.4 | 6.7 | 4.5 | 10.0 |

**THE THIRD LOWEST PAID JOB CATEGORY IN THE NATION'S CITIES IS SERVICE/MAINTENANCE, A JOB CATEGORY THAT IS DISPROPORTIONATELY MALE AND, IN PARTICULAR, MINORITY MALE.**

REPRESENTATION OF MALES IN SERVICE/MAINTENANCE POSITIONS

| | MALE % SV/MNT IN CITY | MALE % IN CITY WK/FCE | % OF TOT REP |
|---|---|---|---|
| Houston | 84.9% | 75.1% | 113% |
| Memphis | 92.0% | 79.4% | 116% |
| San Antonio | 90.3% | 77.6% | 116% |
| Los Angeles | 91.9% | 76.5% | 120% |
| Chicago | 95.8% | 79.0% | 121% |
| San Jose | 88.4% | 73.3% | 121% |
| Detroit | 88.0% | 71.1% | 124% |
| Philadelphia | 90.3% | 73.0% | 124% |
| New York City | 95.0% | 67.8% | 140% |

**PERCENT OF MALES BY RACE IN SERVICE/MAINTENANCE POSITIONS AS COMPARED TO THEIR REPRESENTATION IN EACH CITY WORK FORCE**

| | WHITE | | BLACK | | HISPANIC | |
|---|---|---|---|---|---|---|
| | CITY | S/M | CITY | S/M | CITY | S/M |
| Chicago | 55.2 | 55.8 | 19.3 | 34.8 | 3.8 | 5.0 |
| Detroit | 28.4 | 12.4 | 41.3 | 74.8 | .6 | .6 |
| Houston | 42.9 | 9.2 | 20.1 | 54.0 | 9.7 | 16.9 |
| Los Angeles | 41.0 | 22.4 | 15.8 | 42.6 | 13.5 | 24.1 |
| Memphis | 44.8 | 12.2 | 34.6 | 79.6 | .0 | .1 |
| New York City | 46.1 | 60.5 | 14.2 | 24.2 | 6.3 | 9.9 |
| Philadelphia | 43.7 | 15.5 | 27.6 | 72.2 | 1.3 | 2.2 |
| San Antonio | 24.4 | 4.9 | 5.9 | 8.2 | 47.0 | 77.0 |
| San Jose | 49.1 | 37.1 | 2.5 | 3.1 | 15.8 | 43.1 |

**MINORITY MALES TEND TO BE CLUSTERED IN SERVICE/MAINTENANCE POSITIONS WITHIN THE CITY WORK FORCES IN PERCENTAGES GREATER THAN WHITE MALES.**

PERCENTAGE OF ALL OF THE MALES OF EACH RACE WITHIN CITY WORK FORCE THAT ARE FOUND IN SERVICE/MAINTENANCE POSITIONS.

| | WHITE | BLACK | HISPANIC |
|---|---|---|---|
| Chicago | 17.8% | 31.8% | 23.0% |
| Detroit | 10.5% | 43.7% | 22.0% |
| Houston | 2.9% | 37.2% | 24.1% |
| Los Angeles | 7.8% | 38.6% | 25.5% |
| Memphis | 7.8% | 62.8% | -0- |
| New York City | 16.3% | 21.2% | 19.4% |
| Philadelphia | 5.9% | 43.8% | 28.9% |
| San Antonio | 3.4% | 23.5% | 27.4% |

**OF A TOTAL OF 45523 SERVICE/MAINTENANCE POSITIONS IN THE NINE CITIES, 17,308 (38%) ARE HELD BY WHITE MALES, 19,072 (41.9%) ARE HELD BY BLACK MALES AND 5292 (11.6%) ARE HELD BY HISPANIC MALES.**

**EXHIBITS** attached include:

Exhibit I - Representation of all groups in nine cities.

Exhibit II - Representation of groups in Office/Clerical jobs.

Exhibit III - Representation of groups in Para-Professional jobs.

Exhibit IV - Representation of groups in Service/Maintenance jobs.

Exhibit V - Representation of Blacks in nine cities.

Exhibit VI - Representation of Hispanics in nine cities.

Exhibit VII - Representation of females in nine cities.

## CONCLUSIONS

WITHIN STATE AND LOCAL GOVERNMENTS, TWO OF THE LOWEST PAID JOB CATEGORIES ARE OFFICE/CLERICAL AND PARA-PROFESSIONAL POSITIONS. POSITIONS THAT FALL WITHIN THIS CATEGORY ARE HELD BY WOMEN. WHERE THERE ARE SUBSTANTIAL NUMBERS OF MINORITY WOMEN WITHIN THE CIVILIAN WORK FORCE, THEN THE OFFICE/CLERICAL POSITIONS ARE DOMINATED BY MINORITY WOMEN.

SERVICE/MAINTENANCE POSITIONS ARE A STRONGHOLD OF MINORITY MALES WITHIN STATE AND LOCAL GOVERNMENT WORK FORCES. IN CITIES IN PARTICULAR, MINORITY MEN PREDOMINATE WITHIN THIS JOB CATEGORY, WHICH IS THE THIRD LOWEST PAID CATEGORY.

OUR ANALYSIS OF NINE MAJOR U. S. CITIES SHOWS THAT WHILE WHITE MALES ARE MAINTAINING THEIR REPRESENTATION WITHIN THESE WORK FORCES AND WHILE MINORITY MALES AND MINORITY FEMALES ARE INCREASING THEIR REPRESENTATION, WHITE FEMALES APPEAR TO BE DECREASING IN REPRESENTATION.

Chart 1

REP OF RACE/SEX IN EEOC SAMPLE

1973

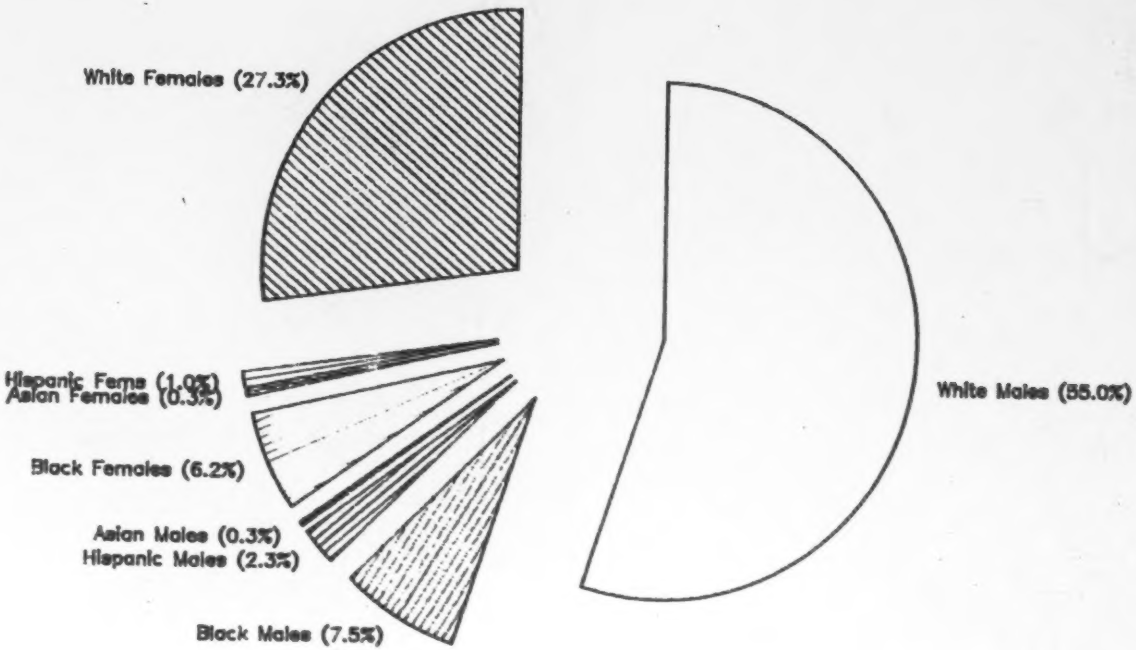


Chart 2

REP OF RACE/SEX IN EEOC SAMPLE

1985

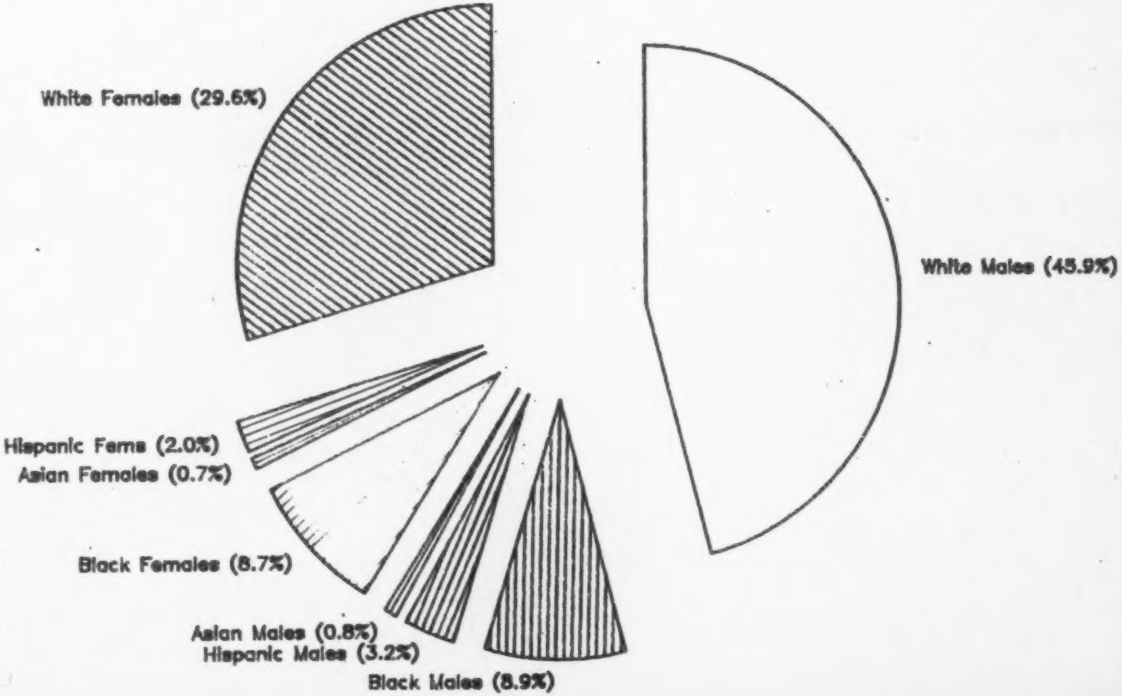
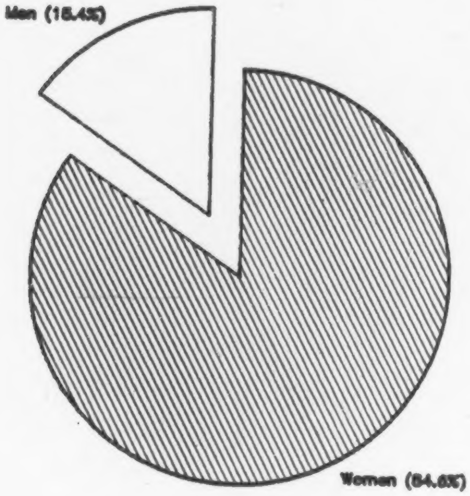


Chart 3

OFFICE CLERICAL POSITIONS

Representation By Sex – 1973



OFFICE CLERICAL POSITIONS

Representation By Sex – 1985

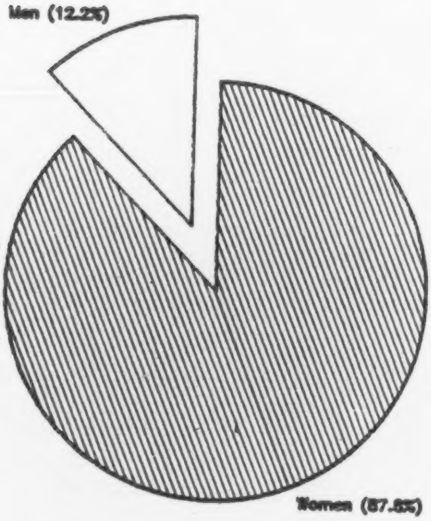
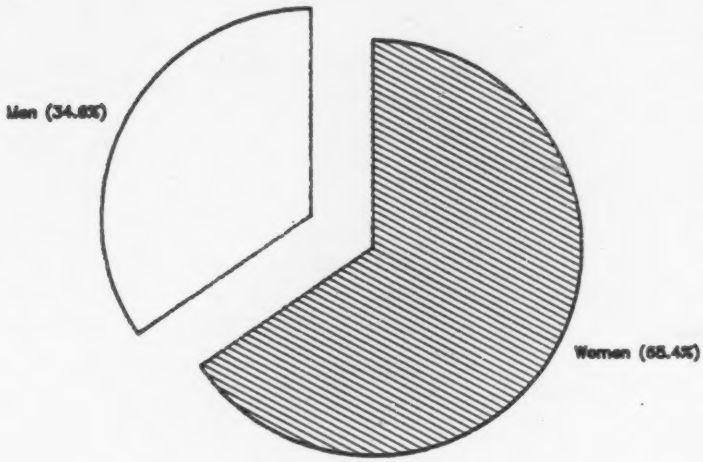


Chart 4

PARA–PROFESSIONAL POSITIONS

Representation By Sex – 1973



PARA–PROFESSIONAL POSITIONS

Representation By Sex – 1985

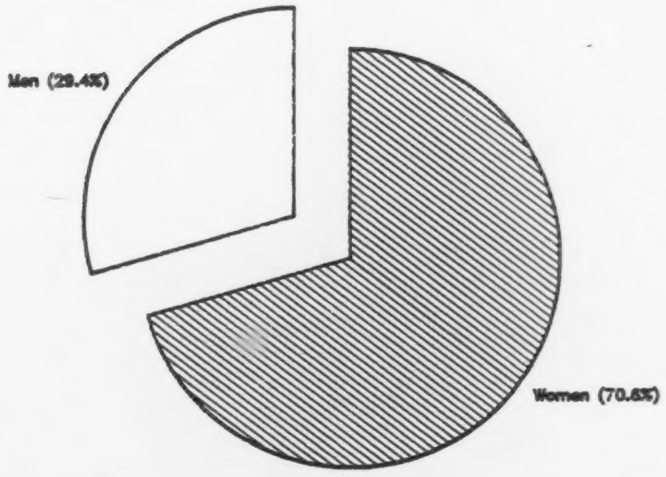
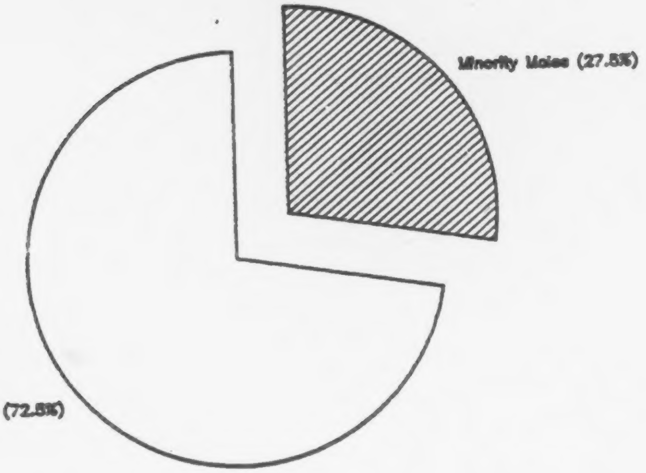


Chart 5

### SERVICE/MAINTENANCE POSITIONS

Representation By Race – 1973



### SERVICE/MAINTENANCE POSITIONS

Representation By Race – 1985

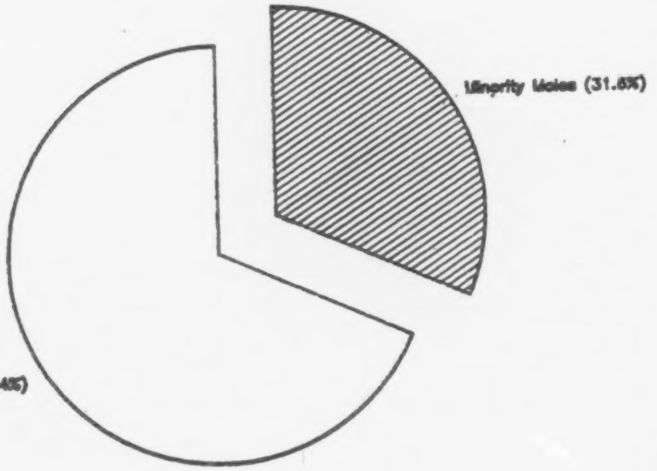
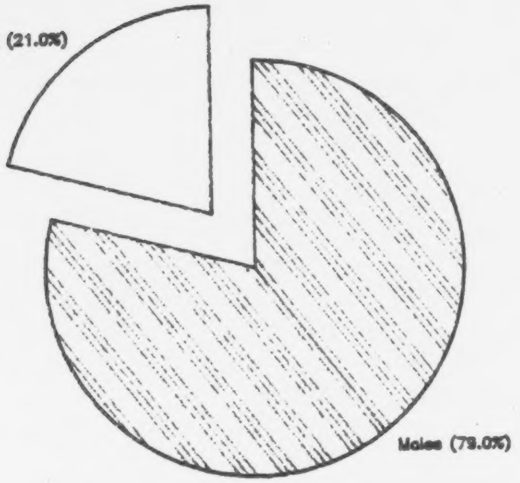


Chart 6

CHICAGO

Males and Females in City Workforce



CHICAGO

Males and Females in Civilian Workforce

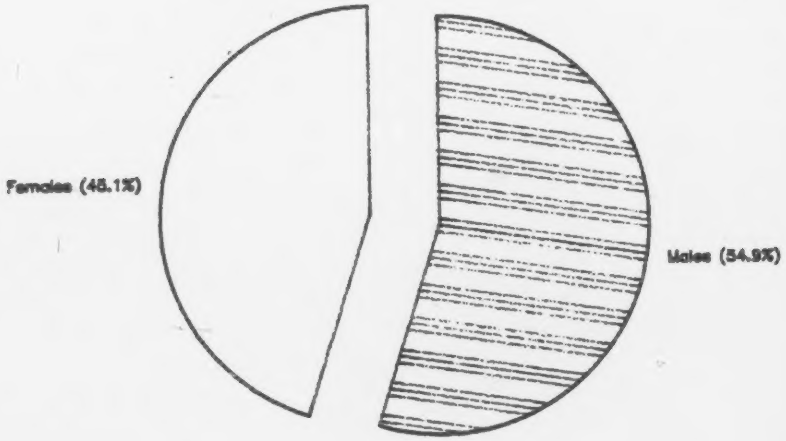
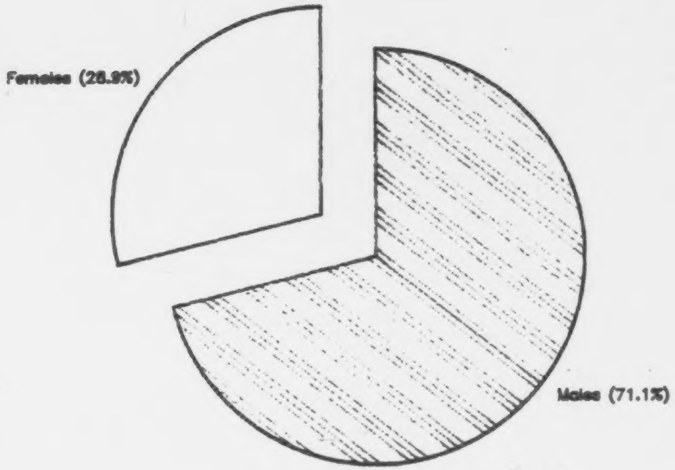


Chart 7

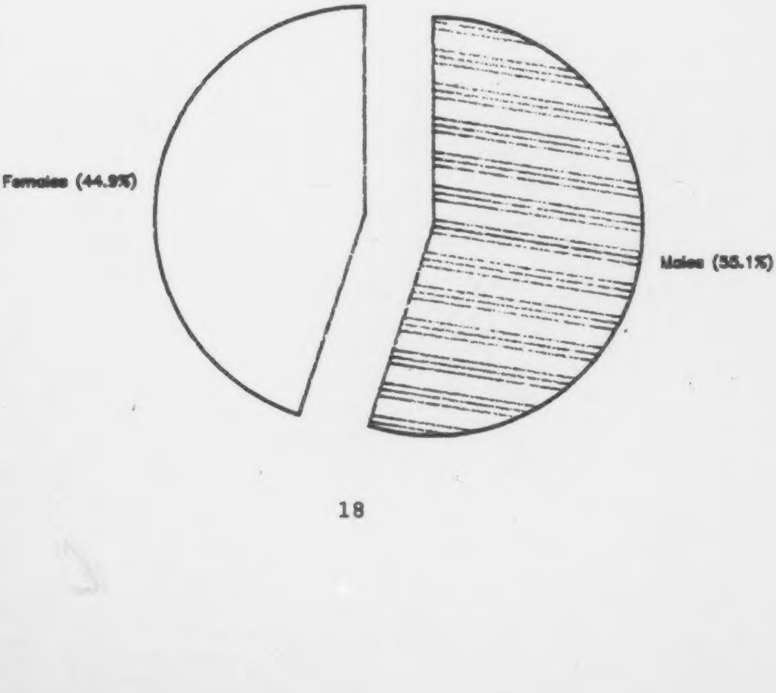
DETROIT

Males and Females in City Workforce



DETROIT

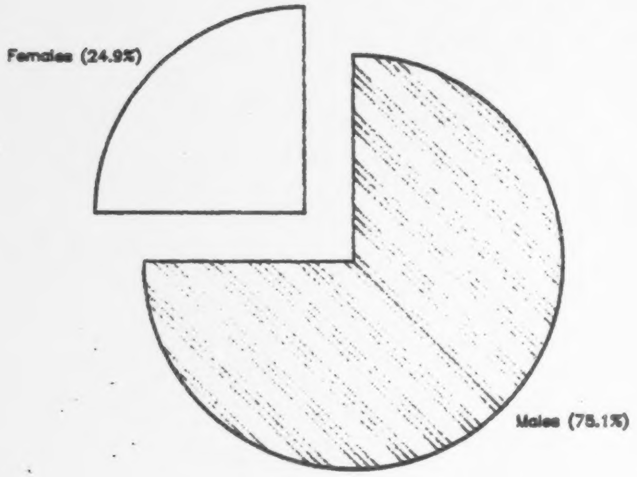
Males and Females in Civilian Workforce



## Chart 8

### HOUSTON

Males and Females in City Workforce



### HOUSTON

Males and Females in Civilian Workforce

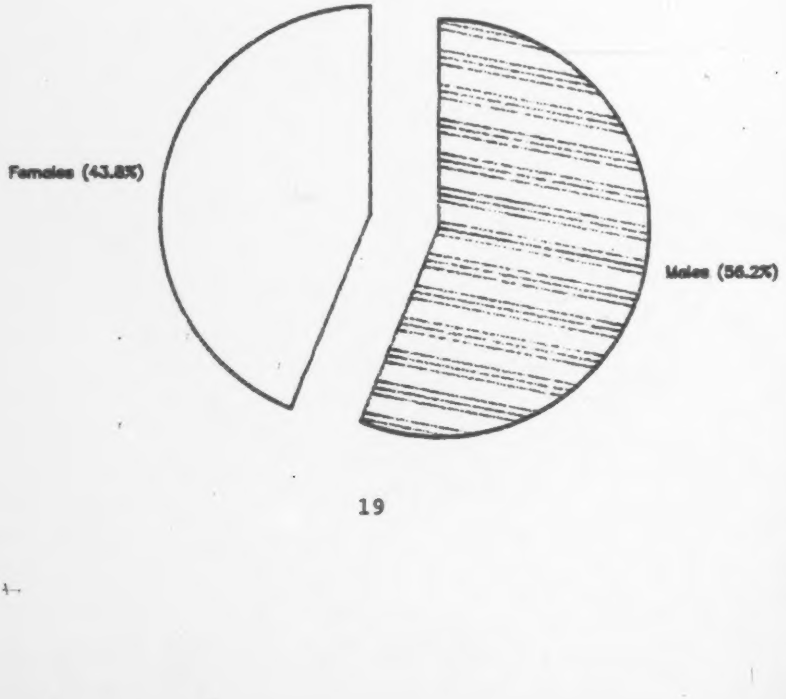
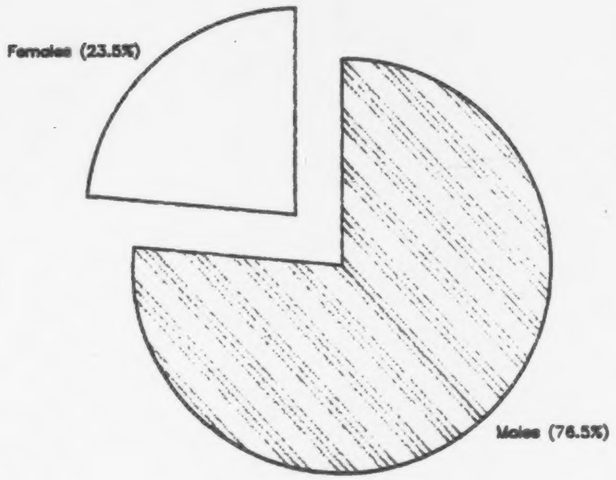


Chart 9

LOS ANGELES

Males and Females in City Workforce



LOS ANGELES

Males and Females in Civilian Workforce

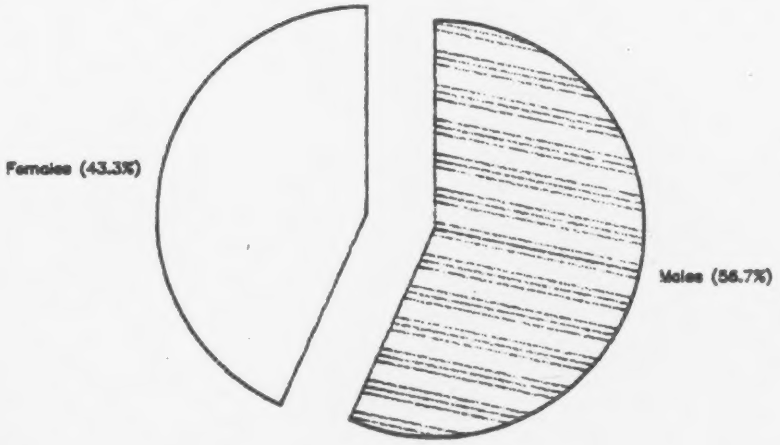
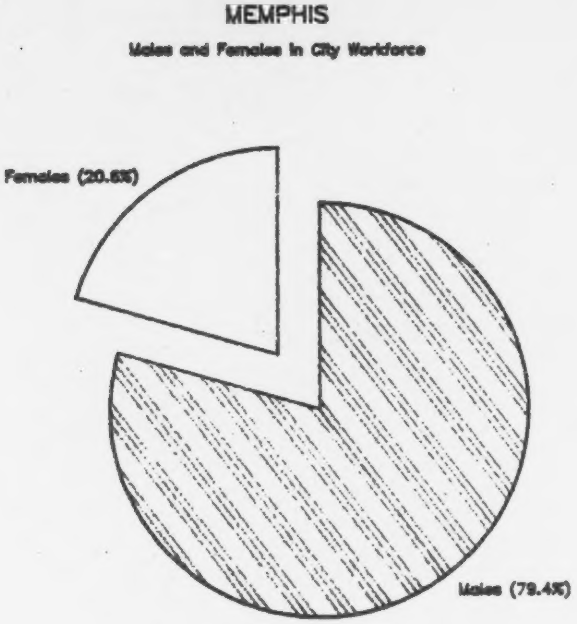
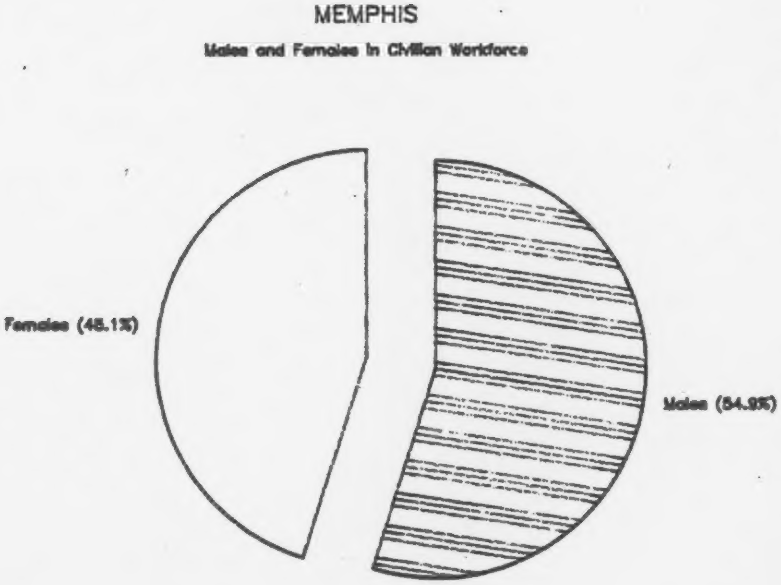


Chart 10

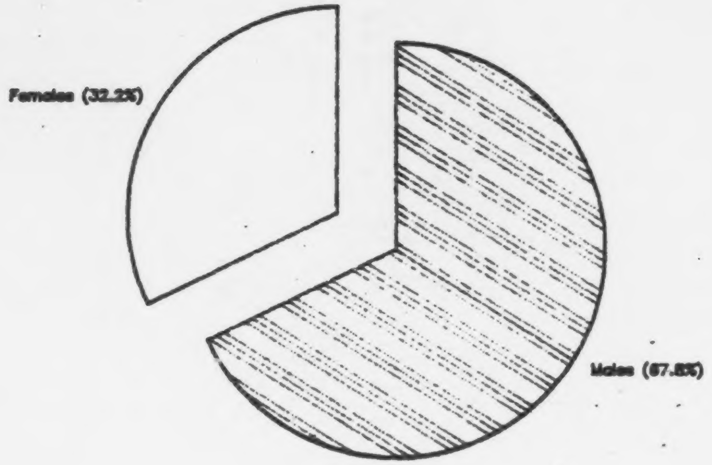

MEMPHIS
Males and Females in City Workforce
Females (20.6%)
Males (79.4%)


MEMPHIS
Males and Females in Civilian Workforce
Females (45.1%)
Males (54.9%)

## Chart 11

### NEW YORK CITY

**Males and Females in City Workforce**



### NEW YORK CITY

**Males and Females in Civilian Workforce**

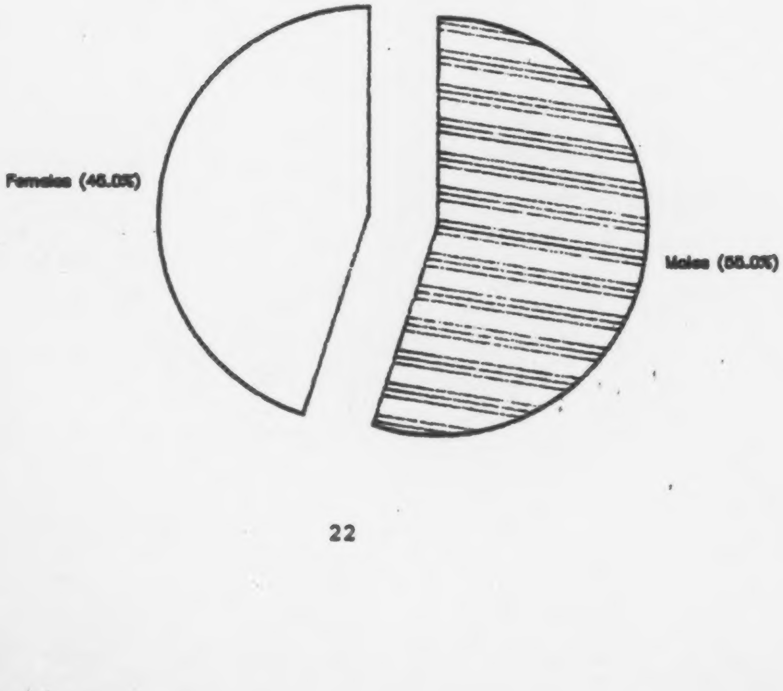
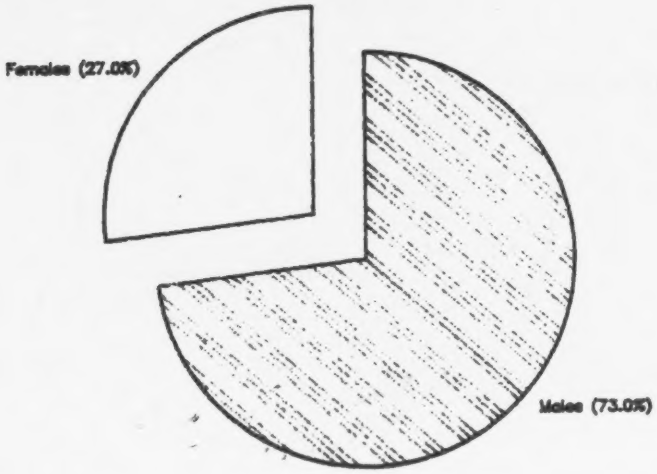


Chart 12

PHILADELPHIA

Males and Females in City Workforce



PHILADELPHIA

Males and Females in Civilian Workforce

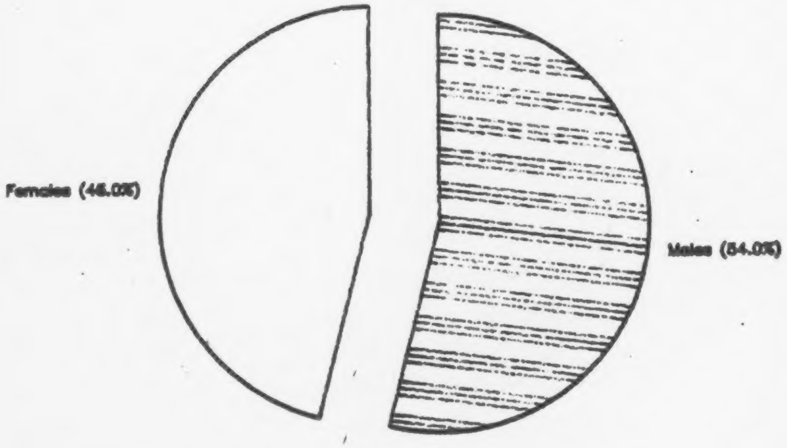
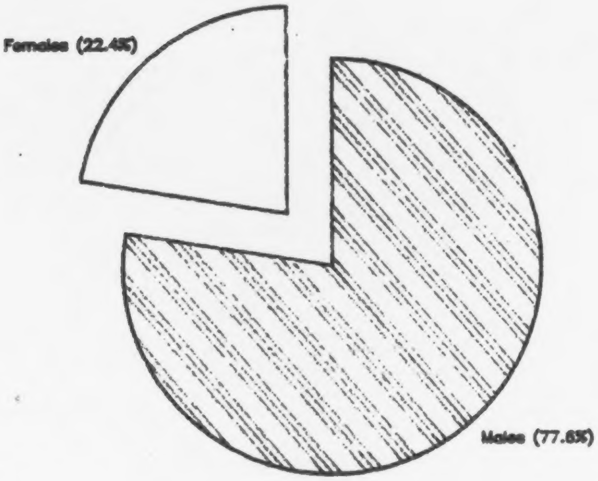


Chart 13

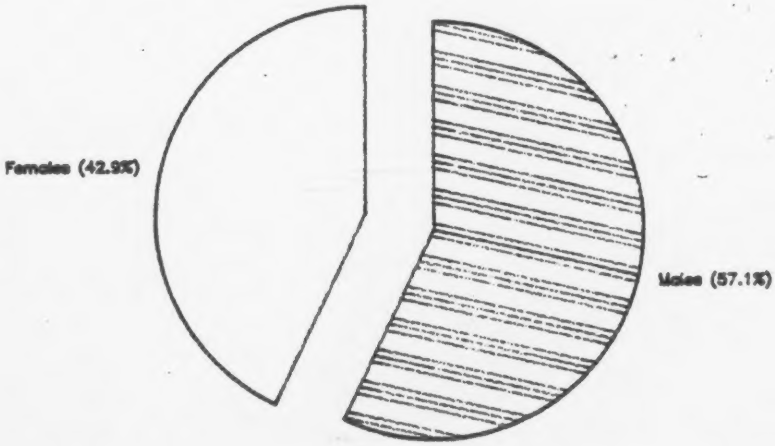
SAN ANTONIO

Males and Females in City Workforce



SAN ANTONIO

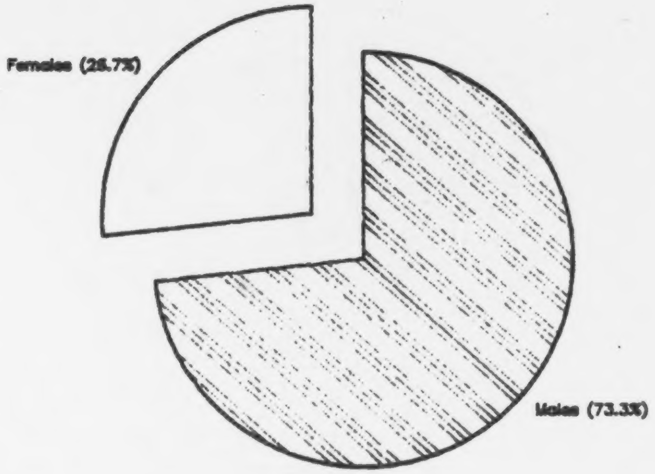
Males and Females in Civilian Workforce



## Chart 14

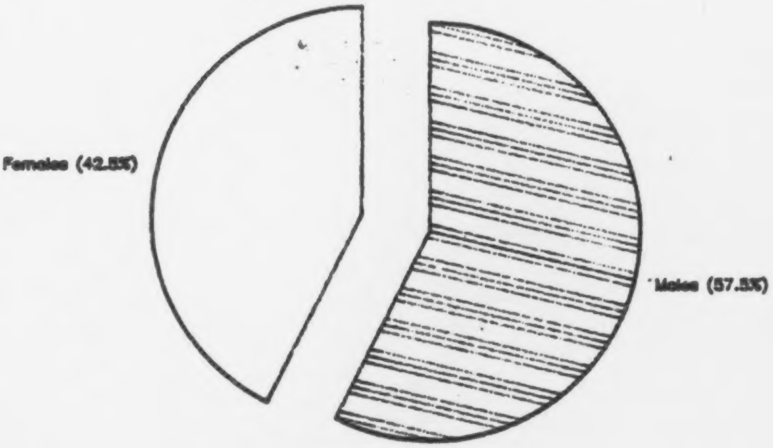
### SAN JOSE

**Males and Females in City Workforce**



### SAN JOSE

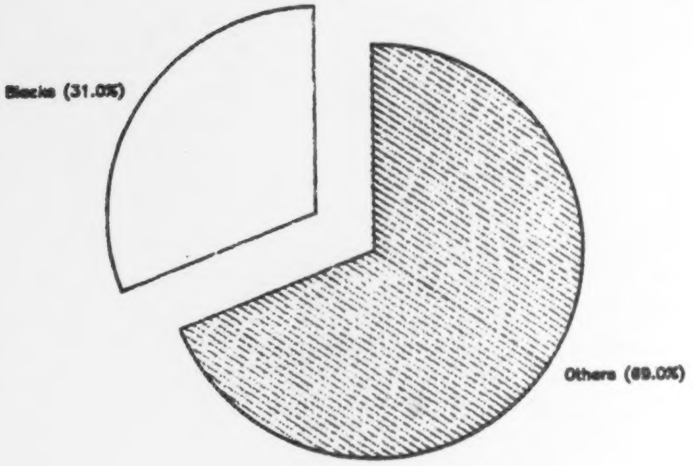
**Males and Females in Civilian Workforce**



## Chart 15

### CHICAGO

Blacks and Others in City Workforce



### CHICAGO

Blacks and Others in Civilian Workforce

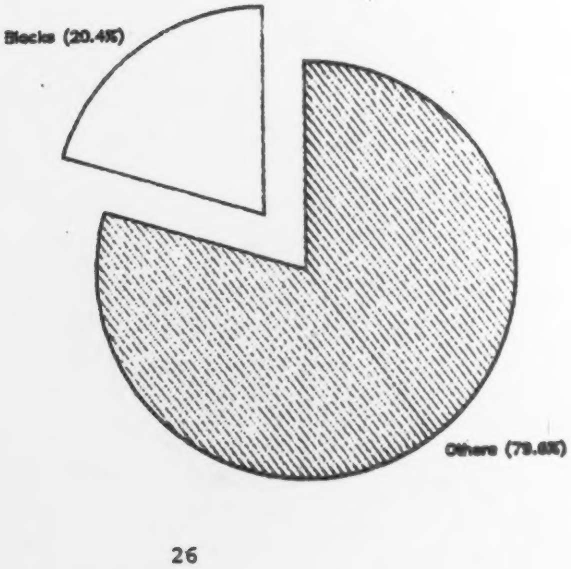
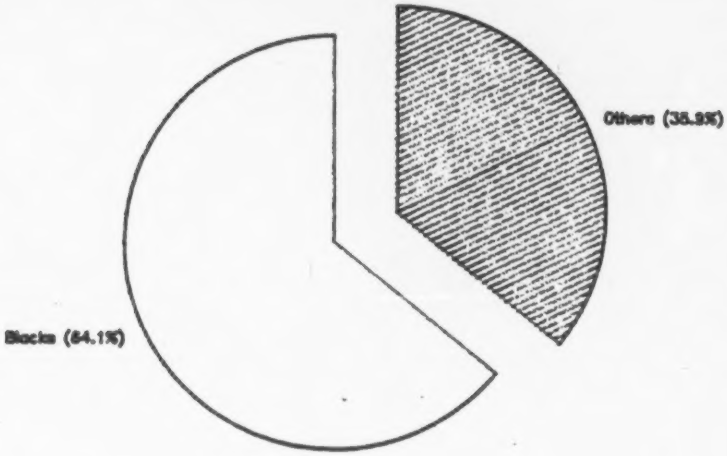


Chart 16

## DETROIT

**Blacks and Others in City Workforce**



## DETROIT

**Blacks and Others in Civilian Workforce**

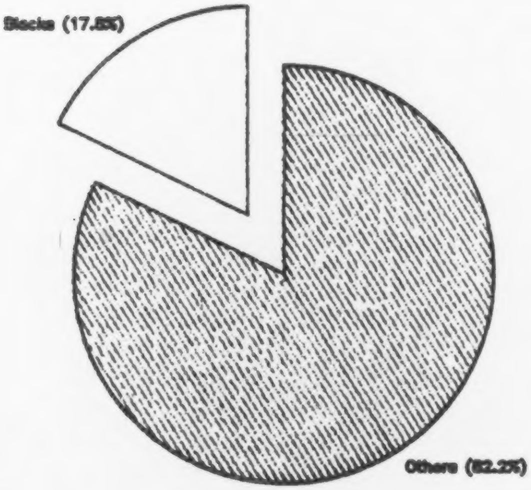
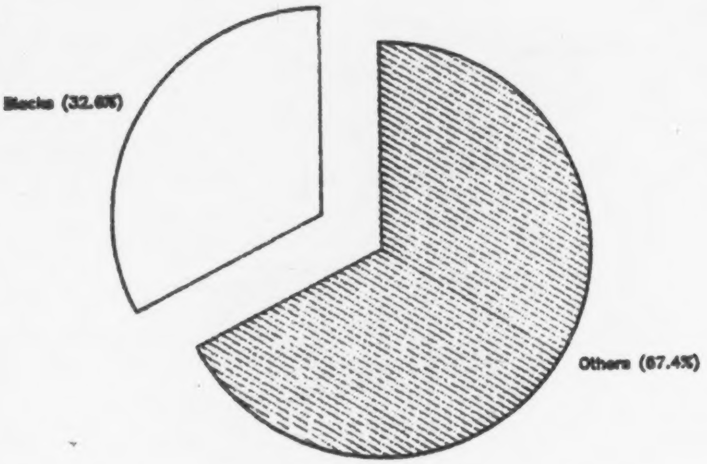
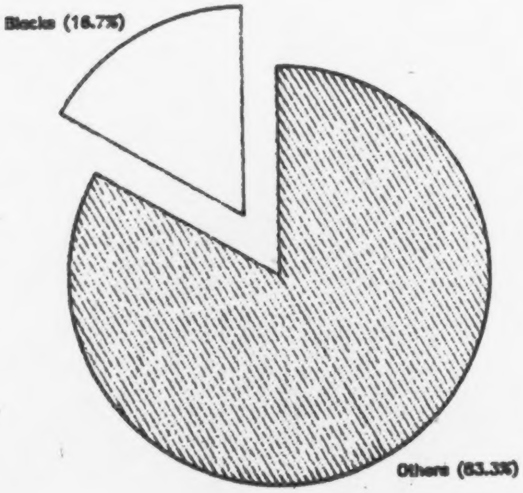


Chart 17



HOUSTON

Blacks and Others in City Workforce



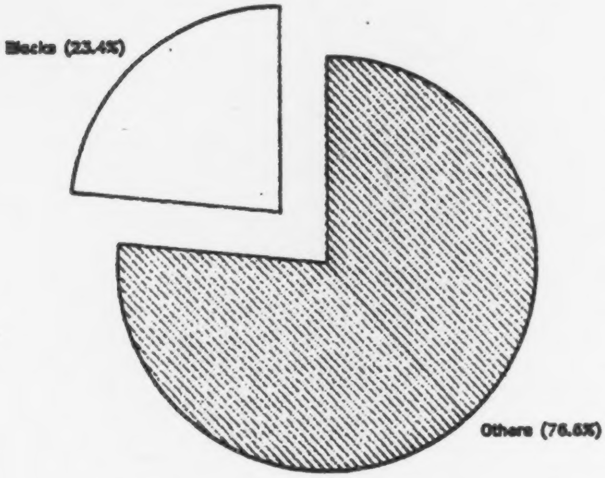
HOUSTON

Blacks and Others in Civilian Workforce

Chart 18

## LOS ANGELES

**Blacks and Others in City Workforce**



## LOS ANGELES

**Blacks and Others in Civilian Workforce**

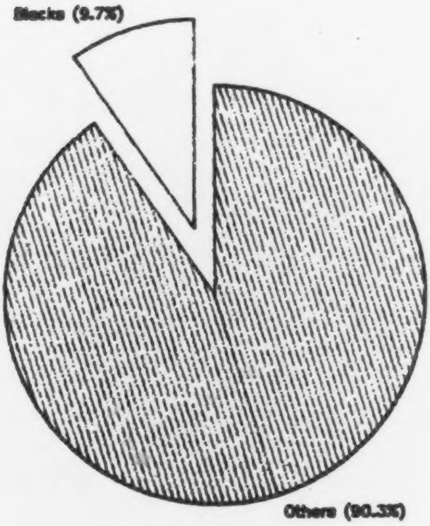
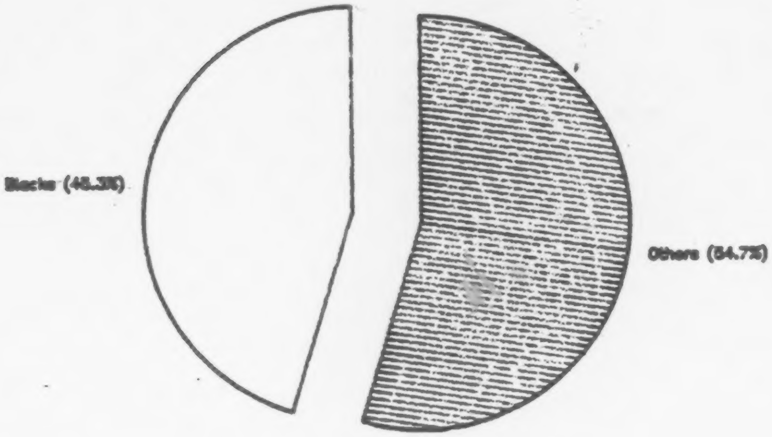
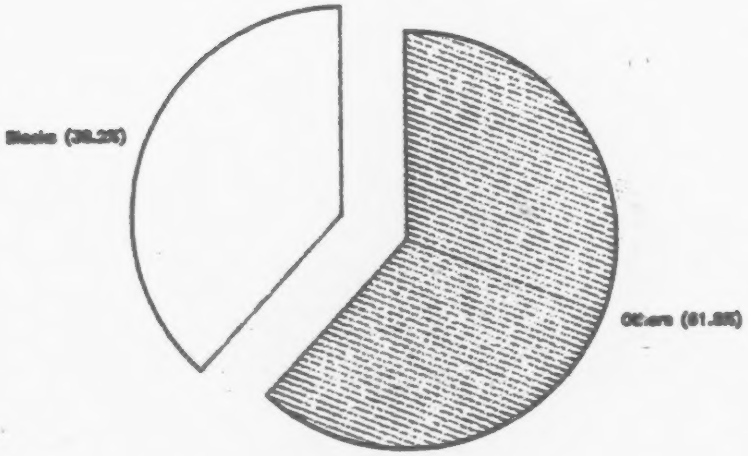


Chart 19



MEMPHIS

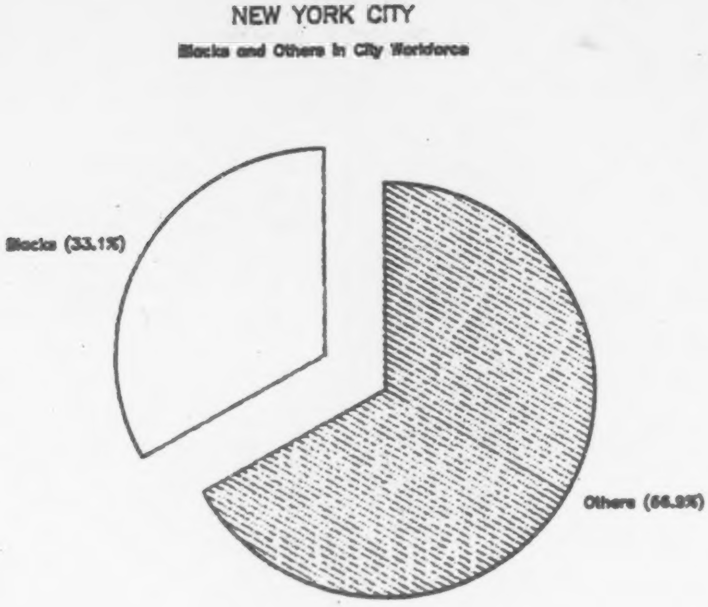
Blacks and Others in City Workforce

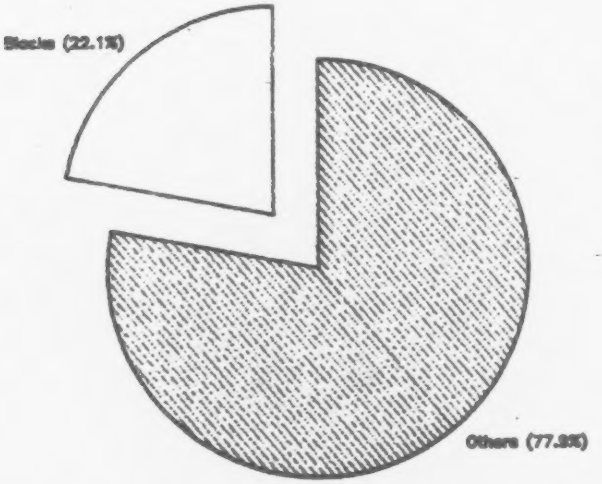


MEMPHIS

Blacks and Others in Civilian Workforce

Chart 20

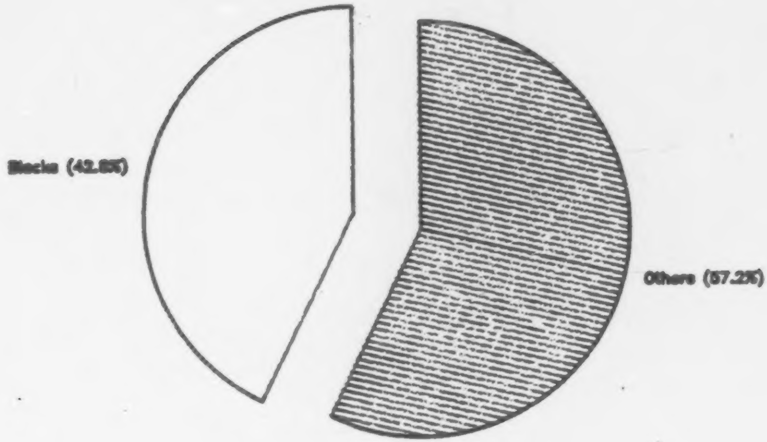

NEW YORK CITY
Blacks and Others in City Workforce
Blacks (33.1%)
Others (66.9%)


NEW YORK CITY
Blacks and Others in Civilian Workforce
Blacks (22.1%)
Others (77.9%)

## Chart 21

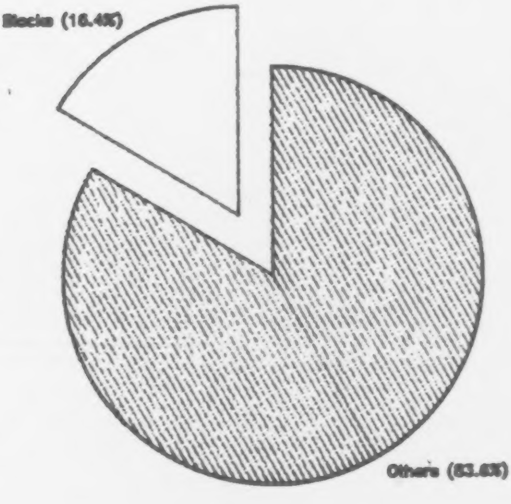
### PHILADELPHIA

**Blacks and Others in City Workforce**



### PHILADELPHIA

**Blacks and Others in Civilian Workforce**



## EXHIBIT I

REPRESENTATIVE CITIES

Representation as Reported in Current (1987 or 1988) EEO-4 Reports

Civilian work force data from: "Geographic Profile of Employment and Unemployment, 1987" U. S. Department of Labor

| CITY | TOTAL EMPLS | MALE | FEMALE | WHITE MALE | WHITE FEMALE | BLACK MALE | BLACK FEMALE | HISPANIC MALE | HISPANIC FEMALE | ASIAN MALE | ASIAN FEMALE | AMERIND MALE | AMERIND FEMALE |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| CHICAGO | 35182 | 27804 | 7378 | 19415 | 2686 | 6788 | 4100 | 1324 | 428 | 241 | 152 | 36 | 12 |
| Percent City Wk/Fce | | 79.0% | 21.0% | 55.2% | 7.6% | 19.3% | 11.7% | 3.8% | 1.2% | 0.7% | 0.4% | 0.1% | 0.0% |
| Percent Civ Wk/Fce | | 54.9% | 45.1% | 42.4% | 33.5% | 10.5% | 9.9% | 5.5% | 2.9% | | | | |
| DETROIT | 20195 | 14361 | 5834 | 5727 | 1115 | 8331 | 4611 | 126 | 49 | 158 | 51 | 19 | 8 |
| Percent City Wk/Fce | | 71.1% | 28.9% | 28.4% | 5.5% | 41.3% | 22.8% | 0.6% | 0.2% | 0.8% | 0.3% | 0.1% | 0.0% |
| Percent Civ Wk/Fce | | 55.1% | 44.9% | 44.8% | 35.4% | 9.1% | 8.7% | | | | | | |
| HOUSTON | 19114 | 14349 | 4765 | 8197 | 1585 | 3851 | 2386 | 1860 | 624 | 393 | 163 | 48 | 7 |
| Percent City Wk/Fce | | 75.1% | 24.9% | 42.9% | 8.3% | 20.1% | 12.5% | 9.7% | 3.3% | 2.1% | 0.9% | 0.3% | 0.0% |
| Percent Civ Wk/Fce | | 56.2% | 43.8% | 45.0% | 34.0% | 8.7% | 8.0% | 8.6% | 5.0% | | | | |
| LOS ANGELES | 42030 | 32148 | 9882 | 17213 | 3564 | 6641 | 3180 | 5681 | 1691 | 2533 | 1418 | 80 | 29 |
| Percent City Wk/Fce | | 76.5% | 23.5% | 41.0% | 8.5% | 15.8% | 7.6% | 13.5% | 4.0% | 6.0% | 3.4% | 0.2% | 0.1% |
| Percent Civ Wk/Fce | | 56.7% | 43.3% | 38.2% | 33.5% | 4.8% | 4.9% | 16.8% | 11.7% | | | | |
| MEMPHIS | 6192 | 4916 | 1276 | 2771 | 611 | 2142 | 665 | 2 | 0 | 1 | 0 | 0 | 0 |
| Percent City Wk/Fce | | 79.4% | 20.6% | 44.8% | 9.9% | 34.6% | 10.7% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| Percent Civ Wk/Fce | | 54.9% | 45.1% | 33.7% | 26.8% | 20.4% | 17.0% | | | | | | |
| NEW YORK CITY | 138472 | 93901 | 44571 | 63827 | 12560 | 19608 | 26203 | 8720 | 5063 | 1661 | 686 | 85 | 59 |
| Percent City Wk/Fce | | 67.8% | 32.2% | 46.1% | 9.1% | 14.2% | 18.9% | 6.3% | 3.7% | 1.2% | 0.5% | 0.1% | 0.0% |
| Percent Civ Wk/Fce | | 55.0% | 45.0% | 40.8% | 30.8% | 10.7% | 11.4% | 10.5% | 7.9% | | | | |
| PHILADELPHIA | 30223 | 22056 | 8167 | 13202 | 3379 | 8329 | 4603 | 384 | 124 | 73 | 32 | 68 | 29 |
| Percent City Wk/Fce | | 73.0% | 27.0% | 43.7% | 11.2% | 27.6% | 15.2% | 1.3% | 0.4% | 0.2% | 0.1% | 0.2% | 0.1% |
| Percent Civ Wk/Fce | | 54.0% | 46.0% | 44.9% | 36.8% | 8.1% | 8.3% | | | | | | |
| SAN ANTONIO | 7774 | 6033 | 1741 | 1899 | 445 | 456 | 224 | 3655 | 1066 | 8 | 2 | 15 | 4 |
| Percent City Wk/Fce | | 77.6% | 22.4% | 24.4% | 5.7% | 5.9% | 2.9% | 47.0% | 13.7% | 0.1% | 0.0% | 0.2% | 0.1% |
| Percent Civ Wk/Fce | | 57.1% | 42.9% | 33.6% | 39.4% | | | 28.2% | 19.0% | | | | |
| SAN JOSE | 4516 | 3309 | 1207 | 2219 | 791 | 115 | 64 | 713 | 204 | 235 | 143 | 27 | 5 |
| Percent City Wk/Fce | | 73.3% | 26.7% | 49.1% | 17.5% | 2.5% | 1.4% | 15.8% | 4.5% | 5.2% | 3.2% | 0.6% | 0.1% |
| Percent Civ Wk/Fce | | 57.3% | 42.5% | 45.5% | 33.8% | | | 8.0% | 5.2% | | | | |
| GRAND TOTAL | 303698 | 218877 | 84821 | 134470 | 26736 | 56261 | 46036 | 22465 | 9249 | 5303 | 2647 | 378 | 153 |
| Percent | | 72.1% | 27.9% | 44.3% | 8.8% | 18.5% | 15.2% | 7.4% | 3.0% | 1.7% | 0.9% | 0.1% | 0.1% |

## EXHIBIT II

REPRESENTATIVE CITIES
Representation in Lowest Paid Job Categories
Office/Clerical (Ratio .77)

| CITY | TOTAL EMPLS | MALE | FEMALE | WHITE MALE | WHITE FEMALE | BLACK MALE | BLACK FEMALE | HISPANIC MALE | HISPANIC FEMALE | ASIAN MALE | ASIAN FEMALE | AMERIND MALE | AMERIND FEMALE |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| CHICAGO | 3659 | 572 | 3087 | 266 | 969 | 246 | 1876 | 47 | 208 | 15 | 31 | 0 | 3 |
| Percent Off/Cl | | 15.6% | 84.4% | 7.3% | 26.5% | 6.7% | 51.3% | 1.3% | 5.7% | 0.4% | 0.8% | 0.0% | 0.1% |
| Percent City WkFrce | | 79.0% | 21.0% | 55.2% | 7.6% | 19.3% | 11.7% | 3.0% | 1.2% | 0.7% | 0.4% | 0.1% | 0.0% |
| DETROIT | 2853 | 487 | 2366 | 159 | 314 | 325 | 2027 | 2 | 17 | 1 | 6 | 0 | 2 |
| Percent Off/Cl | | 17.1% | 82.9% | 5.6% | 11.0% | 11.4% | 71.0% | 0.1% | 0.6% | 0.0% | 0.2% | 0.0% | 0.1% |
| Percent City WkFrce | | 71.1% | 28.9% | 28.4% | 5.5% | 41.3% | 22.8% | 0.6% | 0.2% | 0.0% | 0.3% | 0.1% | 0.0% |
| HOUSTON | 2359 | 222 | 2137 | 56 | 529 | 105 | 1227 | 43 | 335 | 18 | 44 | 0 | 2 |
| Percent Off/Cl | | 9.4% | 90.6% | 2.4% | 22.4% | 4.5% | 52.0% | 1.8% | 14.2% | 0.8% | 1.9% | 0.0% | 0.1% |
| Percent City WkFrce | | 75.1% | 24.9% | 42.9% | 8.3% | 20.1% | 12.5% | 9.7% | 3.3% | 2.1% | 0.9% | 0.3% | 0.0% |
| LOS ANGELES | 6402 | 1081 | 5321 | 419 | 1489 | 259 | 1880 | 227 | 1119 | 173 | 815 | 3 | 18 |
| Percent Off/Cl | | 16.9% | 83.1% | 6.5% | 23.3% | 4.0% | 29.4% | 3.5% | 17.5% | 2.7% | 12.7% | 0.0% | 0.3% |
| Percent City WkFrce | | 76.5% | 23.5% | 41.0% | 8.5% | 15.2% | 7.6% | 13.5% | 4.0% | 6.0% | 3.4% | 0.2% | 0.1% |
| MEMPHIS | 562 | 93 | 469 | 51 | 245 | 42 | 224 | 0 | 0 | 0 | 0 | 0 | 0 |
| Percent Off/Cl | | 16.5% | 83.5% | 9.1% | 43.6% | 7.5% | 39.9% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| Percent City WkFrce | | 79.4% | 20.6% | 44.8% | 9.9% | 34.6% | 10.7% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| NEW YORK CITY | 22325 | 4414 | 17911 | 1522 | 3476 | 2010 | 11935 | 719 | 2273 | 154 | 208 | 9 | 19 |
| Percent Off/Cl | | 19.8% | 80.2% | 6.8% | 15.6% | 9.0% | 53.5% | 3.2% | 10.2% | 0.7% | 0.9% | 0.0% | 0.1% |
| Percent City WkFrce | | 67.8% | 32.2% | 46.1% | 9.1% | 14.2% | 18.9% | 6.3% | 3.7% | 1.2% | 0.5% | 0.1% | 0.0% |
| PHILADELPHIA | 4437 | 776 | 3661 | 503 | 1544 | 256 | 2056 | 14 | 46 | 1 | 6 | 2 | 9 |
| Percent Off/Cl | | 17.5% | 82.5% | 11.3% | 34.8% | 5.8% | 46.3% | 0.3% | 1.0% | 0.0% | 0.1% | 0.0% | 0.2% |
| Percent City WkFrce | | 73.0% | 27.0% | 43.7% | 11.2% | 27.6% | 15.2% | 1.3% | 0.4% | 0.2% | 0.1% | 0.2% | 0.1% |
| SAN ANTONIO | 843 | 158 | 685 | 24 | 95 | 17 | 76 | 116 | 514 | 1 | 0 | 0 | 0 |
| Percent Off/Cl | | 18.7% | 81.3% | 2.8% | 11.3% | 2.0% | 9.0% | 13.8% | 61.0% | 0.1% | 0.0% | 0.0% | 0.0% |
| Percent City WrkFrce | | 77.6% | 22.4% | 24.4% | 5.7% | 5.9% | 2.9% | 47.0% | 13.7% | 0.1% | 0.0% | 0.2% | 0.1% |
| SAN JOSE | 630 | 36 | 594 | 20 | 367 | 2 | 36 | 6 | 117 | 8 | 73 | 0 | 1 |
| Percent Off/Cl | | 5.7% | 94.3% | 3.2% | 58.3% | 0.3% | 5.7% | 1.0% | 18.6% | 1.3% | 11.6% | 0.0% | 0.2% |
| Percent City WrkFrce | | 73.3% | 26.7% | 49.1% | 17.5% | 2.5% | 1.4% | 15.8% | 4.5% | 5.2% | 3.2% | 0.6% | 0.1% |
| GRAND TOTAL | 44070 | 7839 | 36231 | 3020 | 9028 | 3262 | 21337 | 1174 | 4629 | 369 | 1183 | 14 | 54 |
| Percent Total Off/Cl | | 17.8% | 82.2% | 6.9% | 20.5% | 7.4% | 48.4% | 2.7% | 10.5% | 0.8% | 2.7% | 0.0% | 0.1% |
| Percent Rep City Wkfs | | 72.1% | 27.9% | 44.3% | 8.8% | 18.5% | 15.2% | 7.4% | 3.0% | 1.7% | 0.9% | 0.1% | 0.1% |

## EXHIBIT III

REPRESENTATIVE CITIES
Representation in Lowest Paid Job Categories
Para-Professionals (Ratio .78)

| CITY | TOTAL EMPLS | MALE | FEMALE | WHITE MALE | WHITE FEMALE | BLACK MALE | BLACK FEMALE | HISPANIC MALE | HISPANIC FEMALE | ASIAN MALE | ASIAN FEMALE | AMERIND MALE | AMERIND FEMALE |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| CHICAGO | 1019 | 362 | 657 | 187 | 172 | 131 | 440 | 37 | 37 | 7 | 6 | 0 | 2 |
| Percent Para-Prof | | 35.5% | 64.5% | 18.4% | 16.9% | 12.9% | 43.2% | 3.6% | 3.6% | 0.7% | 0.6% | 0.0% | 0.2% |
| Percent City WkFrce | | 79.0% | 21.0% | 55.2% | 7.6% | 19.3% | 11.7% | 3.8% | 1.2% | 0.7% | 0.4% | 0.1% | 0.0% |
| DETROIT | 291 | 82 | 209 | 32 | 43 | 47 | 160 | 3 | 5 | 0 | 0 | 0 | 1 |
| Percent Para-Prof | | 28.2% | 71.8% | 11.0% | 14.8% | 16.2% | 55.0% | 1.0% | 1.7% | 0.0% | 0.0% | 0.0% | 0.3% |
| Percent City WkFrce | | 71.1% | 28.9% | 28.4% | 5.5% | 41.3% | 22.8% | 0.6% | 0.2% | 0.0% | 0.3% | 0.1% | 0.0% |
| HOUSTON | 50 | 11 | 39 | 4 | 3 | 4 | 25 | 3 | 8 | 0 | 3 | 0 | 0 |
| Percent Para-Prof | | 22.0% | 78.0% | 8.0% | 6.0% | 8.0% | 50.0% | 6.0% | 16.0% | 0.0% | 6.0% | 0.0% | 0.0% |
| Percent City WkFrce | | 75.1% | 24.9% | 42.9% | 8.3% | 20.1% | 12.5% | 9.7% | 3.3% | 2.1% | 0.9% | 0.3% | 0.0% |
| LOS ANGELES | 461 | 235 | 226 | 106 | 87 | 49 | 65 | 57 | 37 | 22 | 37 | 1 | 0 |
| Percent Para-Prof | | 51.0% | 49.0% | 23.0% | 18.9% | 10.6% | 14.1% | 12.4% | 8.0% | 4.8% | 8.0% | 0.2% | 0.0% |
| Percent City WkFrce | | 76.5% | 23.5% | 41.0% | 8.5% | 15.0% | 7.6% | 13.5% | 4.0% | 6.0% | 3.4% | 0.2% | 0.1% |
| MEMPHIS | 139 | 80 | 59 | 49 | 28 | 30 | 31 | 1 | 0 | 0 | 0 | 0 | 0 |
| Percent Para-Prof | | 57.6% | 42.4% | 35.3% | 20.1% | 21.6% | 22.3% | 0.7% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| Percent City WkFrce | | 79.4% | 20.6% | 44.8% | 9.9% | 34.6% | 10.7% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| NEW YORK CITY | 5117 | 2525 | 2592 | 493 | 574 | 1438 | 1596 | 534 | 388 | 59 | 31 | 1 | 3 |
| Percent Para-Prof | | 49.3% | 50.7% | 9.6% | 11.2% | 28.1% | 31.2% | 10.4% | 7.6% | 1.2% | 0.6% | 0.0% | 0.1% |
| Percent City WkFrce | | 67.8% | 32.2% | 46.1% | 9.1% | 14.2% | 18.9% | 6.3% | 3.7% | 1.2% | 0.5% | 0.1% | 0.0% |
| PHILADELPHIA | 961 | 422 | 539 | 149 | 103 | 267 | 430 | 6 | 3 | 0 | 0 | 0 | 3 |
| Percent Para-Prof | | 43.9% | 56.1% | 15.5% | 10.7% | 27.8% | 44.7% | 0.6% | 0.3% | 0.0% | 0.0% | 0.0% | 0.3% |
| Percent City WkFrce | | 73.0% | 27.0% | 43.7% | 11.2% | 27.6% | 15.2% | 1.3% | 0.4% | 0.2% | 0.1% | 0.2% | 0.1% |
| SAN ANTONIO | 481 | 203 | 278 | 44 | 52 | 31 | 55 | 128 | 170 | 0 | 1 | 0 | 0 |
| Percent Para-Prof | | 42.2% | 57.8% | 9.1% | 10.8% | 6.4% | 11.4% | 26.6% | 35.3% | 0.0% | 0.2% | 0.0% | 0.0% |
| Percent City WrkFrce | | 77.6% | 22.4% | 24.4% | 5.7% | 5.9% | 2.9% | 47.0% | 13.7% | 0.1% | 0.0% | 0.2% | 0.1% |
| SAN JOSE | 30 | 15 | 15 | 8 | 7 | 2 | 2 | 3 | 3 | 2 | 3 | 0 | 0 |
| Percent Para-Prof | | 50.0% | 50.0% | 26.7% | 23.3% | 6.7% | 6.7% | 10.0% | 10.0% | 6.7% | 10.0% | 0.0% | 0.0% |
| Percent City WrkFrce | | 73.3% | 26.7% | 49.1% | 17.5% | 2.5% | 1.4% | 15.8% | 4.5% | 5.2% | 3.2% | 0.6% | 0.1% |
| GRAND TOTAL | 8549 | 3935 | 4614 | 1072 | 1069 | 1999 | 2804 | 772 | 651 | 98 | 81 | 2 | 9 |
| Percent Total Para-Pr | | 46.0% | 54.0% | 12.5% | 12.5% | 23.4% | 32.8% | 9.0% | 7.6% | 1.1% | 0.9% | 0.0% | 0.1% |
| Percent Rep City Wkfs | | 72.1% | 27.9% | 44.3% | 8.8% | 18.3% | 15.2% | 7.4% | 3.0% | 1.7% | 0.9% | 0.1% | 0.1% |

## EXHIBIT IV

REPRESENTATIVE CITIES
Representation in Lowest Paid Job Categories
Service/Maintenance (Ratio .80)

| CITY | TOTAL EMPLS | MALE | FEMALE | WHITE MALE | WHITE FEMALE | BLACK MALE | BLACK FEMALE | HISPANIC MALE | HISPANIC FEMALE | ASIAN MALE | ASIAN FEMALE | AMERIND MALE | AMERIND FEMALE |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| CHICAGO | 6209 | 5948 | 261 | 3467 | 66 | 2159 | 183 | 309 | 12 | 9 | 0 | 4 | 0 |
| Percent Serv/Mnt | | 95.8% | 4.2% | 55.8% | 1.1% | 34.8% | 2.9% | 5.0% | 0.2% | 0.1% | 0.0% | 0.1% | 0.0% |
| Percent City WkFrce | | 79.0% | 21.0% | 55.2% | 7.6% | 19.3% | 11.7% | 3.8% | 1.2% | 0.7% | 0.4% | 0.1% | 0.0% |
| DETROIT | 4864 | 4280 | 584 | 603 | 50 | 3637 | 525 | 28 | 8 | 11 | 1 | 1 | 0 |
| Percent Serv/Mnt | | 88.0% | 12.0% | 12.4% | 1.0% | 74.8% | 10.8% | 0.6% | 0.2% | 0.2% | 0.0% | 0.0% | 0.0% |
| Percent City WkFrce | | 71.1% | 28.9% | 28.4% | 5.5% | 41.3% | 22.8% | 0.6% | 0.2% | 0.8% | 0.3% | 0.1% | 0.0% |
| HOUSTON | 2650 | 2249 | 401 | 245 | 49 | 1432 | 265 | 448 | 63 | 124 | 22 | 0 | 2 |
| Percent Serv/Mnt | | 84.9% | 15.1% | 9.2% | 1.8% | 54.0% | 10.0% | 16.9% | 2.4% | 4.7% | 0.8% | 0.0% | 0.1% |
| Percent City WkFrce | | 75.1% | 24.9% | 42.9% | 8.3% | 20.1% | 12.5% | 9.7% | 3.3% | 2.1% | 0.9% | 0.3% | 0.0% |
| LOS ANGELES | 6012 | 5524 | 488 | 1346 | 138 | 2564 | 261 | 1449 | 77 | 150 | 12 | 13 | 0 |
| Percent Serv/Mnt | | 91.9% | 8.1% | 22.4% | 2.3% | 42.6% | 4.3% | 24.1% | 1.3% | 2.5% | 0.2% | 0.2% | 0.0% |
| Percent City WkFrce | | 76.5% | 23.5% | 41.0% | 8.3% | 19.8% | 7.6% | 13.5% | 4.0% | 6.0% | 3.4% | 2.0% | 1.0% |
| MEMPHIS | 1690 | 1554 | 136 | 207 | 16 | 1346 | 120 | 1 | 0 | 0 | 0 | 0 | 0 |
| Percent Serv/Mnt | | 92.0% | 8.0% | 12.2% | 0.9% | 79.6% | 7.1% | 0.1% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| Percent City WkFrce | | 79.4% | 20.6% | 44.8% | 9.9% | 34.6% | 10.7% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% |
| NEW YORK CITY | 17161 | 16310 | 851 | 10377 | 160 | 4159 | 562 | 1695 | 125 | 68 | 2 | 13 | 2 |
| Percent Serv/Mnt | | 95.0% | 5.0% | 60.5% | 0.9% | 24.2% | 3.3% | 9.9% | 0.7% | 0.4% | 0.0% | 0.1% | 0.0% |
| Percent City WkFrce | | 67.8% | 32.2% | 46.1% | 9.1% | 14.2% | 18.9% | 6.3% | 3.7% | 1.2% | 0.3% | 0.1% | 0.0% |
| PHILADELPHIA | 5055 | 4565 | 490 | 704 | 61 | 3650 | 422 | 111 | 5 | 9 | 0 | 11 | 2 |
| Percent Serv/Mnt | | 90.3% | 9.7% | 13.9% | 1.2% | 72.2% | 8.3% | 2.2% | 0.1% | 0.2% | 0.0% | 0.2% | 0.0% |
| Percent City WkFrce | | 73.0% | 27.0% | 43.7% | 11.2% | 27.6% | 15.2% | 1.3% | 0.4% | 0.2% | 0.1% | 0.2% | 0.1% |
| SAN ANTONIO | 1302 | 1176 | 126 | 64 | 13 | 107 | 19 | 1003 | 94 | 0 | 0 | 2 | 0 |
| Percent Serv/Mnt | | 90.3% | 9.7% | 4.9% | 1.0% | 8.2% | 1.5% | 77.0% | 7.2% | 0.0% | 0.0% | 0.2% | 0.0% |
| Percent City WrkFrce | | 77.6% | 22.4% | 24.4% | 5.7% | 5.9% | 2.9% | 47.0% | 13.7% | 0.1% | 0.0% | 0.2% | 0.1% |
| SAN JOSE | 580 | 513 | 67 | 215 | 33 | 18 | 10 | 250 | 21 | 24 | 2 | 6 | 1 |
| Percent Serv/Mnt | | 88.4% | 11.6% | 37.1% | 5.7% | 3.1% | 1.7% | 43.1% | 3.6% | 4.1% | 0.3% | 1.0% | 0.2% |
| Percent City WrkFrce | | 73.3% | 26.7% | 49.1% | 17.5% | 2.5% | 1.4% | 15.8% | 4.5% | 5.2% | 3.2% | 0.6% | 0.1% |
| GRAND TOTAL | 45523 | 42119 | 3404 | 17300 | 586 | 19072 | 2367 | 5292 | 405 | 395 | 39 | 52 | 7 |
| Percent Total Sv/Mnt | | 92.5% | 7.5% | 38.0% | 1.3% | 41.9% | 5.2% | 11.6% | 0.9% | 0.9% | 0.1% | 0.1% | 0.0% |
| Percent Rep City Wkfc | | 72.1% | 27.9% | 44.3% | 8.8% | 18.5% | 15.2% | 7.4% | 3.0% | 1.7% | 0.9% | 0.1% | 0.1% |

EXHIBIT V

REPRESENTATIVE CITIES

Representation of Blacks as Reported in Current EEO-4 Reports

| JOB CATEGORY | TOTAL | CHICAGO | DETROIT | HOUSTON | L ANGELES | MEMPHIS | N Y C | PHILA | S ANTONIO | SAN JOSE |
|---|---|---|---|---|---|---|---|---|---|---|
| Officials/Administrators | 17130 | 647 | 552 | 1159 | 559 | 171 | 12131 | 1793 | 71 | 67 |
| Black Males | 1699 | 156 | 183 | 160 | 43 | 25 | 890 | 237 | 3 | 2 |
| Percent | 9.9% | 24.1% | 33.2% | 13.8% | 7.7% | 14.6% | 7.3% | 13.2% | 4.2% | 3.0% |
| Black Females | 3430 | 71 | 70 | 103 | 10 | 5 | 3039 | 131 | 1 | 0 |
| Percent | 20.0% | 11.0% | 12.7% | 8.9% | 1.8% | 2.9% | 25.1% | 7.3% | 1.4% | 0.0% |
| Total Black O/A | 5129 | 227 | 253 | 263 | 53 | 30 | 3929 | 368 | 4 | 2 |
| Percent Total O/A | 29.9% | 35.1% | 45.8% | 22.7% | 9.5% | 17.5% | 32.4% | 20.5% | 5.6% | 3.0% |
| Professionals | 42939 | 3914 | 2027 | 2123 | 6975 | 912 | 21149 | 3942 | 1229 | 668 |
| Black Males | 4597 | 443 | 359 | 156 | 436 | 152 | 2500 | 488 | 55 | 8 |
| Percent | 10.7% | 11.3% | 17.7% | 7.3% | 6.3% | 16.7% | 11.8% | 12.4% | 4.5% | 1.2% |
| Black Females | 7050 | 770 | 650 | 315 | 333 | 62 | 4218 | 647 | 46 | 9 |
| Percent | 16.4% | 19.7% | 32.1% | 14.8% | 4.8% | 6.8% | 19.9% | 16.4% | 3.7% | 1.3% |
| Total Black Prof | 11647 | 1213 | 1009 | 471 | 769 | 214 | 6718 | 1135 | 101 | 17 |
| Percent Total Prof | 27.1% | 31.0% | 49.8% | 22.2% | 11.0% | 23.5% | 31.8% | 28.8% | 8.2% | 2.5% |
| Technicians | 29180 | 4136 | 1080 | 2134 | 5478 | 468 | 12237 | 2967 | 295 | 385 |
| Black Males | 4599 | 764 | 414 | 239 | 352 | 86 | 2065 | 653 | 16 | 10 |
| Percent | 15.8% | 18.5% | 38.3% | 11.2% | 6.4% | 18.4% | 16.9% | 22.0% | 5.4% | 2.6% |
| Black Females | 3682 | 425 | 263 | 229 | 249 | 49 | 2059 | 396 | 8 | 4 |
| Percent | 12.6% | 10.3% | 24.4% | 10.7% | 4.5% | 10.5% | 16.8% | 13.3% | 2.7% | 1.0% |
| Total Black Techs | 8281 | 1189 | 677 | 468 | 601 | 135 | 4124 | 1049 | 24 | 14 |
| Percent Total Techs | 28.4% | 28.7% | 62.7% | 21.9% | 11.0% | 28.8% | 33.7% | 35.4% | 8.1% | 3.6% |
| Protective Service | 92552 | 13813 | 6885 | 6853 | 7568 | 1931 | 42578 | 9776 | 2448 | 1698 |
| Black Males | 15933 | 2463 | 2458 | 1102 | 1226 | 397 | 5876 | 2201 | 154 | 58 |
| Percent | 17.2% | 19.2% | 35.7% | 16.1% | 16.2% | 20.6% | 13.8% | 22.5% | 6.3% | 3.4% |
| Black Females | 5203 | 325 | 843 | 213 | 361 | 173 | 2759 | 512 | 15 | 2 |
| Percent | 5.6% | 2.5% | 12.2% | 3.1% | 4.8% | 9.0% | 6.5% | 5.2% | 0.6% | 0.1% |
| Total Black Prot Serv | 21136 | 2788 | 3301 | 1315 | 1587 | 570 | 8635 | 2713 | 169 | 60 |
| Percent Total Prot Serv | 22.8% | 21.8% | 47.9% | 19.2% | 21.0% | 29.5% | 20.3% | 27.8% | 6.9% | 3.5% |
| Para-Professionals | 8549 | 1019 | 291 | 50 | 461 | 139 | 5117 | 961 | 481 | 30 |
| Black Males | 1999 | 131 | 47 | 4 | 49 | 30 | 1438 | 267 | 31 | 2 |
| Percent | 23.4% | 12.9% | 16.2% | 8.0% | 10.6% | 21.6% | 28.1% | 27.8% | 6.4% | 6.7% |
| Black Females | 2804 | 440 | 160 | 25 | 65 | 31 | 1596 | 430 | 55 | 2 |
| Percent | 32.8% | 43.2% | 55.0% | 50.0% | 14.1% | 22.3% | 31.2% | 44.7% | 11.4% | 6.7% |
| Total Black Para-Prof | 4803 | 571 | 207 | 29 | 114 | 61 | 3034 | 697 | 86 | 4 |

| | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Percent Total Para-Prof | 56.2% | 56.0% | 71.1% | 58.0% | 24.7% | 43.9% | 59.3% | 72.5% | 17.9% | 13.3% |
| | | | | | | | | | | |
| Office/Clerical | 44070 | 3659 | 2853 | 2359 | 6402 | 562 | 22325 | 4437 | 843 | 630 |
| Black Males | 3262 | 246 | 325 | 105 | 259 | 42 | 2010 | 256 | 17 | 2 |
| Percent | 7.4% | 6.7% | 11.4% | 4.5% | 4.0% | 7.5% | 9.0% | 5.8% | 2.0% | 0.3% |
| Black Females | 21337 | 1876 | 2027 | 1227 | 1880 | 224 | 11935 | 2056 | 76 | 36 |
| Percent | 48.4% | 51.3% | 71.0% | 52.0% | 29.4% | 39.9% | 53.5% | 46.3% | 9.0% | 5.7% |
| Total Black Off/Cler | 24599 | 2122 | 2352 | 1332 | 2139 | 266 | 13945 | 2312 | 93 | 38 |
| Percent Total Off/Cler | 55.8% | 58.0% | 82.4% | 56.5% | 33.4% | 47.3% | 62.5% | 52.1% | 11.0% | 6.0% |
| | | | | | | | | | | |
| Skilled Craft | 23735 | 2785 | 1643 | 1784 | 8575 | 319 | 5774 | 1292 | 1105 | 458 |
| Black Males | 5098 | 426 | 908 | 653 | 1712 | 64 | 670 | 577 | 73 | 15 |
| Percent | 21.5% | 15.3% | 55.3% | 36.6% | 20.0% | 20.1% | 11.6% | 44.7% | 6.6% | 3.3% |
| Black Females | 163 | 10 | 73 | 9 | 21 | 1 | 35 | 9 | 4 | 1 |
| Percent | 0.7% | 0.4% | 4.4% | 0.5% | 0.2% | 0.3% | 0.6% | 0.7% | 0.4% | 0.2% |
| Total Black Skill Cft | 5261 | 436 | 981 | 662 | 1733 | 65 | 705 | 586 | 77 | 16 |
| Percent Total Skill Cft | 22.2% | 15.7% | 59.7% | 37.1% | 20.2% | 20.4% | 12.2% | 45.4% | 7.0% | 3.5% |
| | | | | | | | | | | |
| Service/Maintenance | 45523 | 6209 | 4864 | 2650 | 6012 | 1690 | 17161 | 5055 | 1302 | 580 |
| Black Males | 19072 | 2159 | 3637 | 1432 | 2564 | 1346 | 4159 | 3650 | 107 | 18 |
| Percent | 41.9% | 34.8% | 74.8% | 54.0% | 42.6% | 79.6% | 24.2% | 72.2% | 8.2% | 3.1% |
| Black Females | 2367 | 183 | 525 | 265 | 261 | 120 | 562 | 422 | 19 | 10 |
| Percent | 5.2% | 2.9% | 10.8% | 10.0% | 4.3% | 7.1% | 3.3% | 8.3% | 1.5% | 1.7% |
| Total Black Serv/Maint | 21439 | 2342 | 4162 | 1697 | 2825 | 1466 | 4721 | 4072 | 126 | 28 |
| Percent Total Serv/Main | 47.1% | 37.7% | 85.6% | 64.0% | 47.0% | 86.7% | 27.5% | 80.6% | 9.7% | 4.8% |
| | | | | | | | | | | |
| TOTAL EMPLOYEES | 303698 | 35182 | 20195 | 19114 | 42030 | 6192 | 138472 | 30223 | 7774 | 4316 |
| Black Males | 56261 | 6788 | 8331 | 3051 | 6641 | 2142 | 19608 | 8329 | 456 | 115 |
| Percent | 18.5% | 19.3% | 41.3% | 20.1% | 15.8% | 34.6% | 14.2% | 27.6% | 5.9% | 2.5% |
| Black Females | 46036 | 4100 | 4611 | 2386 | 3180 | 665 | 26203 | 4603 | 224 | 64 |
| Percent | 15.2% | 11.7% | 22.8% | 12.5% | 7.6% | 10.7% | 18.9% | 15.2% | 2.9% | 1.4% |
| Total Black Employees | 102297 | 10888 | 12942 | 6237 | 9821 | 2807 | 45811 | 12932 | 680 | 179 |
| Percent Total Blk Emps | 33.7% | 30.9% | 64.1% | 32.6% | 23.4% | 45.3% | 33.1% | 42.8% | 8.7% | 4.0% |

EXHIBIT VI

**REPRESENTATIVE CITIES**

**Representation of Hispanics as Reported in Current EEO-4 Reports**

| JOB CATEGORY | TOTAL | CHICAGO | DETROIT | HOUSTON | L ANGELES | MEMPHIS | N Y C | PHILA | S ANTONIO | SAN JOSE |
|---|---|---|---|---|---|---|---|---|---|---|
| Officials/Administrators | 17150 | 647 | 552 | 1159 | 559 | 171 | 12131 | 1793 | 71 | 67 |
| Hispanic Males | 452 | 34 | 2 | 83 | 37 | 0 | 264 | 7 | 20 | 5 |
| Percent | 2.6% | 5.3% | 0.4% | 7.2% | 6.6% | 0.0% | 2.2% | 0.4% | 28.2% | 7.5% |
| Hispanic Females | 451 | 7 | 1 | 23 | 5 | 0 | 401 | 5 | 6 | 3 |
| Percent | 2.6% | 1.1% | 0.2% | 2.0% | 0.9% | 0.0% | 3.3% | 0.3% | 8.5% | 4.5% |
| Total Hispanic O/A | 903 | 41 | 3 | 106 | 42 | 0 | 665 | 12 | 26 | 8 |
| Percent Total O/A | 5.3% | 6.3% | 0.5% | 9.1% | 7.5% | 0.0% | 5.5% | 0.7% | 36.6% | 11.9% |
| Professionals | 42939 | 3914 | 2027 | 2123 | 6975 | 912 | 21149 | 3942 | 1229 | 668 |
| Hispanic Males | 1850 | 106 | 22 | 81 | 468 | 0 | 771 | 27 | 333 | 42 |
| Percent | 4.3% | 2.7% | 1.1% | 3.8% | 6.7% | 0.0% | 3.6% | 0.7% | 27.1% | 6.3% |
| Hispanic Females | 1371 | 94 | 9 | 86 | 180 | 0 | 788 | 35 | 152 | 27 |
| Percent | 3.2% | 2.4% | 0.4% | 4.1% | 2.6% | 0.0% | 3.7% | 0.9% | 12.4% | 4.0% |
| Total Hispanic Profs | 3221 | 200 | 31 | 167 | 648 | 0 | 1559 | 62 | 485 | 69 |
| Percent Total Profs | 7.5% | 5.1% | 1.5% | 7.9% | 9.3% | 0.0% | 7.4% | 1.6% | 39.5% | 10.3% |
| Technicians | 29180 | 4136 | 1080 | 2134 | 5478 | 448 | 12237 | 2967 | 295 | 385 |
| Hispanic Males | 1811 | 135 | 11 | 128 | 565 | 0 | 740 | 35 | 162 | 35 |
| Percent | 6.2% | 3.3% | 1.0% | 6.0% | 10.3% | 0.0% | 6.0% | 1.2% | 54.9% | 9.1% |
| Hispanic Females | 517 | 21 | 1 | 57 | 80 | 0 | 307 | 6 | 32 | 13 |
| Percent | 1.8% | 0.5% | 0.1% | 2.7% | 1.5% | 0.0% | 2.5% | 0.2% | 10.8% | 3.4% |
| Total Hispanic Techs | 2328 | 156 | 12 | 185 | 645 | 0 | 1047 | 41 | 194 | 48 |
| Percent Total Techs | 8.0% | 3.8% | 1.1% | 8.7% | 11.8% | 0.0% | 8.6% | 1.4% | 65.8% | 12.5% |
| Protective Service | 92552 | 12813 | 6885 | 6855 | 7568 | 1931 | 42578 | 9776 | 2448 | 1698 |
| Hispanic Males | 7928 | 574 | 50 | 739 | 1385 | 0 | 3697 | 162 | 1047 | 274 |
| Percent | 8.6% | 4.5% | 0.7% | 10.8% | 18.3% | 0.0% | 8.7% | 1.7% | 42.8% | 16.1% |
| Hispanic Females | 1168 | 44 | 7 | 51 | 178 | 0 | 776 | 24 | 74 | 14 |
| Percent | 1.3% | 0.3% | 0.1% | 0.7% | 2.4% | 0.0% | 1.8% | 0.2% | 3.0% | 0.8% |
| Total Hispanic Prot Srv | 9096 | 618 | 57 | 790 | 1563 | 0 | 4473 | 186 | 1121 | 288 |
| Percent Total Prot Srv | 9.8% | 4.8% | 0.8% | 11.5% | 20.7% | 0.0% | 10.5% | 1.9% | 45.8% | 17.0% |
| Para-Professionals | 8549 | 1019 | 291 | 50 | 461 | 139 | 5117 | 961 | 481 | 30 |
| Hispanic Males | 772 | 37 | 3 | 3 | 57 | 1 | 534 | 6 | 128 | 3 |
| Percent | 9.0% | 3.6% | 1.0% | 6.0% | 12.4% | 0.7% | 10.4% | 0.6% | 26.6% | 10.0% |
| Hispanic Females | 651 | 37 | 5 | 8 | 37 | 0 | 388 | 3 | 170 | 3 |
| Percent | 7.6% | 3.6% | 1.7% | 16.0% | 8.0% | 0.0% | 7.6% | 0.3% | 35.3% | 10.0% |
| Total Hispanic Para-Prf | 1423 | 74 | 8 | 11 | 94 | 1 | 922 | 9 | 298 | 6 |

| | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Percent Total Para-Prf | 16.6% | 7.3% | 2.7% | 22.0% | 20.4% | 0.7% | 18.0% | 0.9% | 62.0% | 20.0% |
| | | | | | | | | | | |
| Office/Clerical | 44070 | 3659 | 2853 | 2359 | 6402 | 562 | 22325 | 4437 | 843 | 630 |
| Hispanic Males | 1174 | 47 | 2 | 43 | 227 | 0 | 719 | 14 | 116 | 6 |
| Percent | 2.7% | 1.3% | 0.1% | 1.8% | 3.5% | 0.0% | 3.2% | 0.3% | 13.8% | 1.0% |
| Hispanic Females | 4629 | 208 | 17 | 335 | 1119 | 0 | 2273 | 46 | 514 | 117 |
| Percent | 10.5% | 5.7% | 0.6% | 14.2% | 17.5% | 0.0% | 10.2% | 1.0% | 61.0% | 18.6% |
| Total Hispanic Off/Cler | 5803 | 255 | 19 | 378 | 1346 | 0 | 2992 | 60 | 630 | 123 |
| Percent Total Off/Cler | 13.2% | 7.0% | 0.7% | 16.0% | 21.0% | 0.0% | 13.4% | 1.4% | 74.7% | 19.5% |
| | | | | | | | | | | |
| Skilled Craft | 23735 | 2785 | 1643 | 1784 | 8575 | 319 | 5774 | 1292 | 1105 | 458 |
| Hispanic Males | 3186 | 82 | 8 | 335 | 1493 | 0 | 302 | 22 | 846 | 98 |
| Percent | 13.4% | 2.9% | 0.5% | 18.8% | 17.4% | 0.0% | 5.2% | 1.7% | 76.6% | 21.4% |
| Hispanic Females | 57 | 5 | 1 | 1 | 15 | 0 | 5 | 0 | 24 | 6 |
| Percent | 0.2% | 0.2% | 0.1% | 0.1% | 0.2% | 0.0% | 0.1% | 0.0% | 2.2% | 1.3% |
| Total Hispanic SkillCft | 3243 | 87 | 9 | 336 | 1508 | 0 | 307 | 22 | 870 | 104 |
| Percent Total SkillCft | 13.7% | 3.1% | 0.5% | 18.8% | 17.6% | 0.0% | 5.3% | 1.7% | 78.7% | 22.7% |
| | | | | | | | | | | |
| Service/Maintenance | 45523 | 6209 | 4864 | 2650 | 6012 | 1690 | 17161 | 5055 | 1302 | 580 |
| Hispanic Males | 5292 | 309 | 28 | 448 | 1449 | 1 | 1693 | 111 | 1003 | 250 |
| Percent | 11.6% | 5.0% | 0.6% | 16.9% | 24.1% | 0.1% | 9.9% | 2.2% | 77.0% | 43.1% |
| Hispanic Females | 405 | 12 | 8 | 63 | 77 | 0 | 125 | 5 | 94 | 21 |
| Percent | 0.9% | 0.2% | 0.2% | 2.4% | 1.3% | 0.0% | 0.7% | 0.1% | 7.2% | 3.6% |
| Total Hispanic Serv/Mnt | 5697 | 321 | 36 | 511 | 1526 | 1 | 1818 | 116 | 1097 | 271 |
| Percent Total Serv/Mnt | 12.5% | 5.2% | 0.7% | 19.3% | 25.4% | 0.1% | 10.6% | 2.3% | 84.3% | 46.7% |
| | | | | | | | | | | |
| TOTAL EMPLOYEES | 303690 | 35182 | 29195 | 19114 | 42030 | 6192 | 138472 | 30223 | 7774 | 4516 |
| Hispanic Males | 22465 | 1324 | 126 | 1860 | 5681 | 2 | 8720 | 384 | 3655 | 713 |
| Percent | 7.4% | 3.8% | 0.4% | 9.7% | 13.5% | 0.0% | 6.3% | 1.3% | 47.0% | 15.8% |
| Hispanic Females | 9249 | 428 | 49 | 624 | 1691 | 0 | 5063 | 124 | 1066 | 204 |
| Percent | 3.0% | 1.2% | 0.2% | 3.3% | 4.0% | 0.0% | 3.7% | 0.4% | 13.7% | 4.5% |
| Total Hispanic Emplo | 31714 | 1752 | 175 | 2484 | 7372 | 2 | 13783 | 508 | 4721 | 917 |
| Percent Total Hisp Empe | 10.4% | 5.0% | 0.9% | 13.0% | 17.5% | 0.0% | 10.0% | 1.7% | 60.7% | 20.3% |

EXHIBIT VII

REPRESENTATIVE CITIES

Representation of Females as Reported in Current EEO-4 Reports

| JOB CATEGORY | TOTAL | CHICAGO | DETROIT | HOUSTON | L ANGELES | MEMPHIS | N Y C | PHILA | S ANTONIO | SAN JOSE |
|---|---|---|---|---|---|---|---|---|---|---|
| Officials/Administrators | 17150 | 647 | 552 | 1159 | 559 | 171 | 12131 | 1793 | 71 | 67 |
| White Females | 3382 | 60 | 37 | 139 | 32 | 14 | 2809 | 266 | 6 | 19 |
| Percent | 19.7% | 9.3% | 6.7% | 12.0% | 5.7% | 8.2% | 23.2% | 14.8% | 8.5% | 28.4% |
| Black Females | 3430 | 71 | 70 | 103 | 10 | 5 | 3039 | 131 | 1 | 0 |
| Percent | 20.0% | 11.0% | 12.7% | 8.9% | 1.8% | 2.9% | 25.1% | 7.3% | 1.4% | 0.0% |
| Hispanic Females | 451 | 7 | 1 | 23 | 5 | 0 | 401 | 5 | 6 | 3 |
| Percent | 2.6% | 1.1% | 0.2% | 2.0% | 0.9% | 0.0% | 3.3% | 0.3% | 8.5% | 4.5% |
| Other Females | 104 | 6 | 2 | 9 | 11 | 0 | 75 | 1 | 0 | 0 |
| Percent | 0.6% | 0.9% | 0.4% | 0.8% | 2.0% | 0.0% | 0.6% | 0.1% | 0.0% | 0.0% |
| Total Female O/A | 7367 | 144 | 110 | 274 | 58 | 19 | 6324 | 403 | 13 | 22 |
| Percent Total O/A | 43.0% | 22.3% | 19.9% | 23.6% | 10.4% | 11.1% | 52.1% | 22.5% | 18.3% | 32.8% |
| | | | | | | | | | | |
| Professionals | 42939 | 3914 | 2027 | 2123 | 6975 | 912 | 21149 | 3942 | 1229 | 668 |
| White Females | 6398 | 647 | 317 | 389 | 948 | 113 | 2853 | 705 | 200 | 226 |
| Percent | 14.9% | 16.5% | 15.6% | 18.3% | 13.6% | 12.4% | 13.5% | 17.9% | 16.3% | 33.8% |
| Black Females | 7050 | 770 | 650 | 315 | 333 | 62 | 4218 | 647 | 46 | 9 |
| Percent | 16.4% | 19.7% | 32.1% | 14.8% | 4.8% | 6.8% | 19.9% | 16.4% | 3.7% | 1.3% |
| Hispanic Females | 1371 | 96 | 9 | 86 | 180 | 0 | 788 | 35 | 152 | 27 |
| Percent | 3.2% | 2.4% | 0.4% | 4.1% | 2.6% | 0.0% | 3.7% | 0.9% | 12.4% | 4.0% |
| Other Females | 948 | 98 | 41 | 57 | 413 | 0 | 276 | 26 | 1 | 36 |
| Percent | 2.2% | 2.5% | 2.0% | 2.7% | 5.9% | 0.0% | 1.3% | 0.7% | 0.1% | 5.4% |
| Total Female Prof | 15767 | 1609 | 1017 | 847 | 1874 | 175 | 8135 | 1413 | 399 | 298 |
| Percent Total Prof | 36.7% | 41.1% | 50.2% | 39.9% | 26.9% | 19.2% | 38.5% | 35.8% | 32.5% | 44.6% |
| | | | | | | | | | | |
| Technicians | 29180 | 4136 | 1080 | 2134 | 5478 | 468 | 12237 | 2967 | 295 | 385 |
| White Females | 2026 | 169 | 45 | 207 | 369 | 63 | 859 | 218 | 24 | 70 |
| Percent | 6.9% | 4.1% | 4.2% | 9.7% | 6.7% | 13.5% | 7.0% | 7.3% | 8.1% | 18.2% |
| Black Females | 3682 | 425 | 263 | 229 | 249 | 49 | 2059 | 396 | 8 | 4 |
| Percent | 12.6% | 10.3% | 24.4% | 10.7% | 4.5% | 10.5% | 16.8% | 13.3% | 2.7% | 1.0% |
| Hispanic Females | 517 | 21 | 1 | 57 | 80 | 0 | 307 | 6 | 32 | 13 |
| Percent | 1.8% | 0.5% | 0.1% | 2.7% | 1.5% | 0.0% | 2.5% | 0.2% | 10.8% | 3.4% |
| Other Females | 282 | 13 | 1 | 20 | 114 | 0 | 101 | 7 | 1 | 25 |
| Percent | 1.0% | 0.3% | 0.1% | 0.9% | 2.1% | 0.0% | 0.8% | 0.2% | 0.3% | 6.5% |
| Total Female Tech | 6505 | 628 | 310 | 513 | 812 | 112 | 3326 | 627 | 65 | 112 |
| Percent Total Tech | 22.3% | 15.2% | 28.7% | 24.0% | 14.8% | 23.9% | 27.2% | 21.1% | 22.0% | 29.1% |
| | | | | | | | | | | |
| Protective Service | 92552 | 12813 | 6085 | 6855 | 7568 | 1931 | 42578 | 9776 | 2448 | 1698 |
| White Females | 4103 | 598 | 289 | 256 | 433 | 128 | 1812 | 482 | 46 | 59 |

| | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Percent | 4.4% | 4.7% | 4.2% | 3.7% | 5.7% | 6.6% | 4.3% | 4.9% | 1.9% | 3.5% |
| Black Females | 5203 | 325 | 863 | 213 | 361 | 173 | 2759 | 512 | 15 | 2 |
| Percent | 5.6% | 2.5% | 12.2% | 3.1% | 4.8% | 9.0% | 6.5% | 5.2% | 0.6% | 0.1% |
| Hispanic Females | 1168 | 44 | 7 | 51 | 178 | 0 | 776 | 24 | 74 | 14 |
| Percent | 1.3% | 0.3% | 0.1% | 0.7% | 2.4% | 0.0% | 1.8% | 0.2% | 3.0% | 0.8% |
| Other Females | 82 | 5 | 4 | 11 | 19 | 0 | 28 | 7 | 3 | 5 |
| Percent | 0.1% | 0.0% | 0.1% | 0.2% | 0.3% | 0.0% | 0.1% | 0.1% | 0.1% | 0.3% |
| Total Female Prot Serv | 10556 | 972 | 1143 | 531 | 991 | 301 | 5375 | 1025 | 138 | 80 |
| Percent Total Prot Serv | 11.4% | 7.6% | 16.6% | 7.7% | 13.1% | 15.6% | 12.6% | 10.5% | 5.6% | 4.7% |
| | | | | | | | | | | |
| Para-Professionals | 8549 | 1019 | 291 | 50 | 461 | 139 | 5117 | 961 | 481 | 30 |
| White Females | 1069 | 172 | 43 | 3 | 87 | 28 | 574 | 103 | 52 | 7 |
| Percent | 12.5% | 16.9% | 14.8% | 6.0% | 18.9% | 20.1% | 11.2% | 10.7% | 10.8% | 23.3% |
| Black Females | 2804 | 440 | 160 | 25 | 65 | 31 | 1596 | 430 | 55 | 2 |
| Percent | 32.8% | 43.2% | 55.0% | 50.0% | 14.1% | 22.3% | 31.2% | 44.7% | 11.4% | 6.7% |
| Hispanic Females | 651 | 37 | 5 | 8 | 37 | 0 | 388 | 3 | 170 | 3 |
| Percent | 7.6% | 3.6% | 1.7% | 16.0% | 8.0% | 0.0% | 7.6% | 0.3% | 35.3% | 10.0% |
| Other Females | 90 | 8 | 1 | 3 | 37 | 0 | 34 | 3 | 1 | 3 |
| Percent | 1.1% | 0.8% | 0.3% | 6.0% | 8.0% | 0.0% | 0.7% | 0.3% | 0.2% | 10.0% |
| Total Female Para-Prof | 4614 | 657 | 209 | 39 | 226 | 59 | 2592 | 539 | 278 | 15 |
| Percent Total Para-Prof | 54.0% | 64.5% | 71.8% | 78.0% | 49.0% | 42.4% | 50.7% | 56.1% | 57.8% | 50.0% |
| | | | | | | | | | | |
| Office/Clerical | 44070 | 3659 | 2853 | 2359 | 6402 | 562 | 22325 | 4437 | 843 | 630 |
| White Females | 9028 | 969 | 314 | 529 | 1489 | 245 | 3476 | 1544 | 95 | 367 |
| Percent | 20.5% | 26.5% | 11.0% | 22.4% | 23.3% | 43.6% | 15.6% | 34.8% | 11.3% | 58.3% |
| Black Females | 21337 | 1876 | 2027 | 1227 | 1880 | 224 | 11935 | 2056 | 76 | 36 |
| Percent | 48.4% | 51.3% | 71.0% | 52.0% | 29.4% | 39.9% | 53.5% | 46.3% | 9.0% | 5.7% |
| Hispanic Females | 4629 | 208 | 17 | 335 | 1119 | 0 | 2273 | 46 | 514 | 117 |
| Percent | 10.5% | 5.7% | 0.6% | 14.2% | 17.5% | 0.0% | 10.2% | 1.0% | 61.0% | 18.6% |
| Other Females | 1237 | 34 | 8 | 46 | 833 | 0 | 227 | 15 | 0 | 74 |
| Percent | 2.8% | 0.9% | 0.3% | 1.9% | 13.0% | 0.0% | 1.0% | 0.3% | 0.0% | 11.7% |
| Total Female Off/Cler | 36231 | 3087 | 2366 | 2137 | 5321 | 469 | 17911 | 3661 | 685 | 594 |
| Percent Total Off/Cler | 82.2% | 84.4% | 82.9% | 90.6% | 83.1% | 83.5% | 80.2% | 82.5% | 81.3% | 94.3% |
| | | | | | | | | | | |
| Skilled Craft | 23735 | 2785 | 1643 | 1704 | 8575 | 319 | 5774 | 1292 | 1105 | 430 |
| White Females | 146 | 5 | 20 | 13 | 68 | 4 | 17 | 0 | 9 | 10 |
| Percent | 0.6% | 0.2% | 1.2% | 0.7% | 0.8% | 1.3% | 0.3% | 0.0% | 0.8% | 2.2% |
| Black Females | 163 | 10 | 73 | 9 | 21 | 1 | 35 | 9 | 4 | 1 |
| Percent | 0.7% | 0.4% | 4.4% | 0.5% | 0.2% | 0.3% | 0.6% | 0.7% | 0.4% | 0.2% |
| Hispanic Females | 57 | 5 | 1 | 1 | 15 | 0 | 5 | 0 | 24 | 6 |
| Percent | 0.2% | 0.2% | 0.1% | 0.1% | 0.2% | 0.0% | 0.1% | 0.0% | 2.2% | 1.3% |
| Other Females | 11 | 0 | 1 | 0 | 8 | 0 | 0 | 0 | 0 | 2 |
| Percent | 0.0% | 0.0% | 0.1% | 0.0% | 0.1% | 0.0% | 0.0% | 0.0% | 0.0% | 0.4% |
| Total Female Skil Crft | 377 | 20 | 95 | 23 | 112 | 5 | 57 | 9 | 37 | 19 |
| Percent Total Skil Crft | 1.6% | 0.7% | 5.8% | 1.3% | 1.3% | 1.6% | 1.0% | 0.7% | 3.3% | 4.1% |

| | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Service/Maintenance | 45523 | 6209 | 4864 | 2650 | 6012 | 1690 | 17161 | 5055 | 1302 | 580 |
| White Females | 586 | 66 | 50 | 49 | 138 | 16 | 160 | 61 | 13 | 33 |
| Percent | 1.3% | 1.1% | 1.0% | 1.8% | 2.3% | 0.9% | 0.9% | 1.2% | 1.0% | 5.7% |
| Black Females | 2367 | 183 | 525 | 265 | 261 | 120 | 562 | 422 | 19 | 10 |
| Percent | 5.2% | 2.9% | 10.8% | 10.0% | 4.3% | 7.1% | 3.3% | 8.3% | 1.5% | 1.7% |
| Hispanic Females | 405 | 12 | 8 | 63 | 77 | 0 | 125 | 5 | 94 | 21 |
| Percent | 0.9% | 0.2% | 0.2% | 2.4% | 1.3% | 0.0% | 0.7% | 0.1% | 7.2% | 3.6% |
| Other Females | 46 | 0 | 1 | 24 | 12 | 0 | 4 | 2 | 0 | 3 |
| Percent | 0.1% | 0.0% | 0.0% | 0.9% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 0.5% |
| Total Female Serv/Mnt | 3404 | 261 | 584 | 401 | 488 | 136 | 851 | 490 | 126 | 67 |
| Percent Total Serv/Mnt | 7.5% | 4.2% | 12.0% | 15.1% | 8.1% | 8.0% | 5.0% | 9.7% | 9.7% | 11.6% |
| TOTAL EMPLOYEES | 303698 | 35182 | 20195 | 19114 | 42030 | 6192 | 138472 | 30223 | 7774 | 4516 |
| White Females | 26736 | 2686 | 1115 | 1585 | 3564 | 611 | 12560 | 3379 | 443 | 791 |
| Percent | 8.8% | 7.6% | 5.5% | 8.3% | 8.3% | 9.9% | 9.1% | 11.2% | 5.7% | 17.5% |
| Black Females | 46036 | 4100 | 4611 | 2386 | 3180 | 665 | 26203 | 4605 | 224 | 64 |
| Percent | 15.2% | 11.7% | 22.8% | 12.5% | 7.6% | 10.7% | 18.9% | 15.2% | 2.9% | 1.4% |
| Hispanic Females | 9249 | 428 | 49 | 624 | 1691 | 0 | 5063 | 124 | 1066 | 204 |
| Percent | 3.0% | 1.2% | 0.2% | 3.3% | 4.0% | 0.0% | 3.7% | 0.4% | 13.7% | 4.5% |
| Other Females | 2800 | 164 | 59 | 170 | 1447 | 0 | 745 | 61 | 6 | 148 |
| Percent | 0.9% | 0.5% | 0.3% | 0.9% | 3.4% | 0.0% | 0.5% | 0.2% | 0.1% | 3.3% |
| Total Female Emple | 84821 | 7378 | 5834 | 4765 | 9882 | 1276 | 44571 | 8167 | 1741 | 1207 |
| Percent Total Fem Emps | 27.9% | 21.0% | 28.9% | 24.9% | 23.5% | 20.6% | 32.2% | 27.0% | 22.4% | 26.7% |

ATTACHMENT "B"

## SUMMARY OF PROPOSED ANTI-DISPLACEMENT PROVISIONS

Submitted by the

American Federation of State, County
and Municipal Employees

### A. Maintenance of Effort Relating to Programs

1) States must certify that activities do not duplicate and are in addition to activities otherwise available in the local area.

2) To avoid contracting out services to non-profit groups: Non-profits can conduct activities which are the same or similar to those performed by state or local governments in the same area only as long as the state or local government maintains its effort as measured by the criteria established in the anti-displacement rules. (See below)

### B. Anti-Displacement Rules, Relating to Individual Assignments

1) Enrollees shall not displace any currently employed worker or position.

2) Enrollees shall not be placed in a position which is the same or substantially equivalent to a position from which someone else is on layoff.

3) If there is a reduction-in-force through attrition, the employer cannot assign enrollees to do work previously performed by regular employees.

4) Promotional rights of regular employees must be protected.

5) Enrollees cannot be assigned to any department, agency or organization if the number of unsubsidized employees performing substantially equivalent work has dropped below the level that prevailed in the calendar quarter preceding enactment of the act.

6) Enrollees cannot be assigned to any position if the rate of increase in the number of regular employees who perform substantially equivalent work or who are in the same government agency or department has been less than that for all such regular employees and agencies and department in the 24 month period preceding the calendar quarter in which the application is submitted.

7) Grant recipients must maintain employment data necessary to determine compliance with the anti-displacement rules.

8) There should be an expedited complaint procedure to resolve allegations of displacement by interested parties, including labor organizations.

C. Labor Union Participation

1) No assignment or project shall impair existing contracts for services or collective bargaining agreements.

2) Unions should be given advance notice of 90 days and their concurrence required when assignments are made in work which is similar to bargaining unit work.

3) There should be labor union membership on local committees which develop local service projects and local unions should be encouraged to help supervise them.

The **Chairman**. Just a few questions.

Mr. Horne, you have been very much involved with parental involvement in the schools. Do you see any way in which community service can impact greater parental involvement in the whole education experience?

Mr. **Horne**. Yes, I do, Senator. I think with parent involvement on the increase and parents wanting to be involved in their children's education, they also are looking for things that their children can do, and I think this bill would provide that opportunity for that to happen, for parents and their children to work together in community service.

The **Chairman**. Well, it certainly would seem to be a useful outcome. As we point out in our program, Serve-America, we have student involvement in the fashioning of the program as well as the service to the community; but having an additional dimension of parental involvement I think would be a welcome and beneficial addition.

In the development of the program we have features of it which will support seniors being involved in community service as well, but if one of the spinoffs were greater involvement of parents in the programs, that would be very valuable.

We have had an opportunity to see throughout the country where this has resulted, and it has been a very welcome addition.

I would like to ask Greg Humphrey where he stands on the issue of supporting educational benefits for those who participate in service programs as long as the benefits are not at the expense of financial aid programs?

Mr. **Humphrey**. That would certainly be a good contribution that could be made. I noted the Admiral this morning said that they did not feel that that was the proper way to approach service, but I do not think that is very consistent with the Administration. That is certainly not the position they took in terms of slashing the capital gains tax, that you cannot expect people to do things unless there is an economic incentive. I do not think that an economic incentive is exclusively the motivating factor; I certainly do not believe that. But especially for kids who look at the burdens of the student loan program or even the way the Pell Grant program cuts in terms of family income, it might be something that could stimulate some very good community service and would certainly make a contribution to the long-term success of these students in the economy. I think it is very worthwhile doing.

The **Chairman**. It has been included, for example, in the Peace Corps and deferred interest on loans and there are gradual reductions in some other voluntary programs, so at least it is worth taking a look at it.

Mr. Hill, we are enormously concerned about the displacement issues. As you know, the programs that I support have been basically school-based, which by nature and disposition indicate that they would hopefully provide as all-encompassing an opportunity for service as we can possibly hope to encourage. But we are concerned about the displacement issues, and I think you have pointed out some of the areas where your membership might be at risk. We will look through that report. I have not yet had a chance to read the report, though looked through the summation. We will certainly work very closely with you.

I think you have outlined in your testimony those particular areas which you are most concerned about. I do not know if there is anything in addition you want to add to that. We listened with great interest to your testimony, and your report will be helpful to us.

I do not know whether you want to identify those that you think would be at the highest risk. I think you mentioned some of those in your testimony. Is there anything else you want to elaborate on?

Mr. HILL. Senator, in particular in New York City, we are concerned about the areas of social services, in the Parks Department, in hospitals. Something really—I will use the word "incredibly weird"—happened about a month ago, where the Mayor of New York City, Mayor Koch, and the Governor of New Jersey, Governor Kean, had a prison release program to clean the beaches. Now, if you want to call a few dollars a week some money—I would not call it that at all—but they were trying to clean the beaches. Instead of using seasoned workers or teenagers who do not have jobs, they brought the prisoners in to clean the beaches.

I think the effect was that it was not worthwhile, but I thought it was detrimental, it caused low morale. We have had volunteers in the hospital system not displace the workers, but do their jobs, and it has caused resentment. We have had workers in social services. We are drastically undermanned in the custodial area, where they brought in volunteers to do the job, and it has hurt the morale of workers and it has hurt the quality of work because the training aspect was not there.

So we are concerned, Senator, about this. I am not opposed, of course, to the volunteer concept. I could not help admiring the students who spoke this morning. I am lucky because I was raised in a community where Boys Club of America, Education Alliance, the Boys Brotherhood Republic, and many other centers gave me an opportunity to volunteer to perform work and to help other children—as a counselor, as a student who came in to teach. So I understand the value of the volunteer service concept. But once again, we have a large number of minority workers who we would be afraid would be displaced and would cause tremendous resentment and class struggle and class dissension. So we are concerned about that.

I came up through a system that helped me to grow and to be a very good citizen. I am very proud of the system that I came up through, and I feel very, very strongly about that system—and that system is public service. I have always, in my 30 years in city government, always given the extra yard of public service, so I believe in it.

But we are concerned, sir. That is why we support your bill. We think it is a very good one. It deals with the concept of school-based community service, and we feel that we can support that, and we can encourage our members to support that.

The CHAIRMAN. Fine. Okay. Thank you all very, very much. Your testimony has been very helpful.

We have one last panel. James Oglesby represents the National School Boards Association, and Donald Gainey represents the National Association of Secondary School Principals.

Mr. Oglesby is a Professor at the University of Missouri at Columbia, and a member of the Columbia, Missouri Board of Education. We are very happy to have you here today.

Mr. Gainey is a Board Member of the National Association of Secondary School Principals, and is Principal of the West Warwick High School in West Warwick, Rhode Island. I am getting more and more familiar with Rhode Island these days, with my son keeping me informed. So we look forward to your testimony as well.

Mr. Oglesby?

## STATEMENT OF JAMES OGLESBY, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION, AND PROFESSOR, UNIVERSITY OF MISSOURI, COLUMBIA, MO; AND DONALD GAINEY, BOARD MEMBER, NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS AND PRINCIPAL, WEST WARWICK HIGH SCHOOL, WEST WARWICK, RI

Mr. **Oglesby**. Thank you, Mr. Chairman.

As you indicated, my name is Jim Oglesby. I am from Columbia, Missouri, and I am a member of the Columbia, Missouri Board of Education.

I wanted to say if what was said earlier is true, and Mr. Briscoe is right, then I should have some time built up in terms of extended life for service on local boards of education, because I have been on that local board since 1974.

It is also my pleasure to be here to support and to comment on this legislation. We have submitted the full testimony.

The **Chairman**. All the testimony will be printed in its entirety in the record.

Mr. **Oglesby**. Thank you, Senator, and I would like to make some comments regarding that testimony.

NSBA is pleased to support the concept of community service embodied in Senate Bill 650 as well as other bills that encourage citizenship and community responsibility. The volunteer spirit permeates the very fiber of our Nation.

I was very much impacted as a youngster, Senator, when your brother pointed out that it is not what your country can do for you, but what you can do for your country; it made an impression upon me, and I provided whatever service that I could have on the local board of education, and hopefully that kind of service will also be embodied in my children because they have seen me as a role model in serving on local boards. I think it is very important because some person served in that capacity when I was there, and I am very willing to make my contribution and sit there and serve.

A leading example of the community service learning program is the one in Springfield, and that one has been mentioned, in the Springfield, Massachusetts public school system. It is a program that integrates community service into the K through 12 curriculum, and in the neighborhood of 23,000 students are involved in that.

At the high school level, students can receive credit for 20 hours of service. There are a number of other programs similar to that one around the country that also provide credit and/or other opportunities for service within the communities.

Many young people currently perform volunteer service, and I believe that that volunteer service more and more enables them to feel that they are making a contribution to society and make them feel as though they are worthy individuals.

Others are filling their time with work to provide for meaningful resources for their families in areas where you have single head-of-household families. Recently, in New Hampshire, there is a bill to reduce the number of hours that students are allowed to work, but I believe that the volunteer concept is separate from that.

It is unrealistic for us to believe that community service programs, though, can solve most of the major problems. But they can be a part of the solution. School-based programs can also fulfill an important education function. They reinforce the commitment of students to attend school, teach many of the students the basics of social and work skills that students will need later in life, and also foster good habits of citizenship that is the bedrock of our society.

Citizens usually come to school board service after years of volunteering service. A number of our local board members were former PTA organizers, former den mothers, they have volunteered for a significant number of hours in public schools before they actually run for local boards of education.

Therefore, the bill before this committee that we are attracted to most, Senator, is your bill, the school-based Service to America Act.

While supporting most of the provisions, we recommend that the bill explicitly allow each local school district to develop the program that is best-suited for its own community. For example, the decision on whether or not to award credit for volunteer service must be determined locally, and it should be determined locally.

The curriculum and expected outcomes for the learning components envisioned by Serve-America must also be made at the local level and not at the State and Federal Government level.

NSBA also has some concerns with the worker displacement provisions. Clearly, no viable community service program can have an outcome that replaces public employees by volunteers, but neither can a viable program be established with burdensome reporting requirements to labor unions or governmental agencies.

We strongly recommend that the local matching requirements be phased in gradually. Too many Federal programs are short-lived and create false expectations, and some programs that have matching requirements, the real thrust of the resources do not necessarily reach those who are in need the most, because those are normally the ones who do not have the money to match in order to receive the necessary benefits.

Finally, we urge that funding for any new school-based program not come at the expense of an increase in the Federal education programs such as Chapter I and Chapter II.

We are pleased that the committee is also considering bills that provide students with rewarding service opportunities beyond high school graduations. For example, the National Service Program sponsored by Senator Pell that provides basic stipends or the chance to earn higher education credit could have tremendous value. On the other hand, NSBA would oppose any effort to tie eligibility for student loan or grant funding to a national service program. The incentive component of national service should be either an alternative to or a supplemental to the current loan and grant program, not a replacement for it.

Our graduates need more opportunities, not more restrictions, for their post-secondary careers.

In summary, NSBA applauds the various alternatives to tap the natural idealism of America's youth for the betterment of our country. Local school boards can play an essential role in this effort. We hope that the committee will look closely at the variety of suggestions before it and develop a program that is broad-based, simple to administer, respects local control of the community service program and provides opportunities for all young people to participate.

Thank you, and I would be happy to answer any questions that you have.

The CHAIRMAN. Thank you very much.

[The prepared statement of Mr. Oglesby follows:]

NSBA

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TESTIMONY

on behalf of

THE NATIONAL SCHOOL BOARDS ASSOCIATION

on

NATIONAL AND COMMUNITY SERVICE

before the

Senate Committee on Labor and Human Resources

April 21, 1989

Presented by

James R. Oglesby
President
National School Boards Association

Also present for NSBA:

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## I. INTRODUCTION

My name is James Oglesby, and I am the President of the National School Boards Association (NSBA) and a member of the Columbia, Missouri Board of Education.

NSBA represents the 97,000 local school board members elected or appointed to govern the nation's 15,350 local school districts. Local school boards establish policy for the education of America's 40 million public school children and have a keen interest in their well-being in school and beyond.

On behalf of our membership, NSBA is pleased to support the concept of community service embodied in S. 650, as well as other bills that encourage young people's sense of citizenship and develop lifelong appreciation for the value of community responsibility.

Local school board members enthusiastically endorse the concept of voluntary service. Most local school board members are not paid for service on their respective school boards. Rather, they see local school board membership as an opportunity to improve the quality of life in their communities — especially for young people.

De Tocqueville was perhaps the first to note that one of America's unique strengths is the capacity of its citizens to volunteer. America can justly take pride in our nation's commitment to voluntary service. In fact, the public schools would be hard-pressed to function without our volunteers — from room mothers to field trip chaperones, from tutors to curriculum committees. The local PTAs and PTOs, are of course, our largest volunteer organization and an invaluable resource.

Volunteer organizations permeate the very fiber of our nation — and many young people are actively involved in such organizations as well as other volunteer activities. A leading example is the Community Service Learning program of the Springfield, Massachusetts public schools. The Springfield program integrates community service into the K-12 curriculum of the 23,000 students in the school system.

At the high school level, an elective course teaches the concept of "community" and students receive credit for twenty hours of service. In addition, each school is required to sponsor its own service project to understand the connection between what they learn in class and how they live. For example, one school nominated local people for good citizenship awards and organized a parade to honor them. Another project involved high school students acting as tutors for elementary school students.

## II. THE NEED FOR ORGANIZED LOCAL VOLUNTEER PROGRAMS

While many young people like those in Springfield, Massachusetts are currently performing voluntary service, many others feel alienated from their communities don't fully understand their stake in society. Many fill all their after school hours with work -- not out of economic necessity but simply to finance purchases of designer jeans, fancy cars, and state-of-the-art stereos. Others fall prey to the lure of drugs and alcohol. Certainly, we can provide our young people with better alternatives than these.

Although we can cite examples of communities made better because of the involvement of volunteers, no one can fail to see that there are major unmet needs in our communities. Many are exactly the kind of needs that may best be met by young people with the energy, zeal, and commitment we expect of Peace Corps or VISTA volunteers.

While it would be unrealistic to believe that volunteer programs alone can solve major social problems, we do believe they can assist in these efforts and, at a minimum, give young people a greater sense of purpose and an opportunity for useful activity outside of school hours. Volunteer service also has an important educational function. It reinforces the commitment of students to attend school and teaches many of the basic social and work skills that students will need once they are in the workplace.

## III. IN-SCHOOL YOUTH: THE SERVICE TO AMERICA ACT - S 650

Encouraging young people to be involved in their communities, and assuring that their involvement is both productive for the community and satisfying for them, is a complex issue. Because we appreciate the ability of the federal government to channel attention and resources to achieve positive results, NSBA favors the school-based emphasis in S. 650, Senator Kennedy's Service to America Act of 1989.

We believe Serve-America can accomplish several important goals at a very modest cost:

- It can help bring more young people into volunteer service by encouraging institutions and federal agencies to expand volunteer opportunities, and by providing national recognition for outstanding volunteers.
- It can increase the odds that young people's volunteer endeavors will be rewarding to them and productive for the community by providing training and coordination.
- Well-developed programs that include a training component, specific goals, and a project plan can assure that young people will maintain their commitment to their volunteer endeavors.
- Use of JTPA programming to offer young people the opportunity to work with each other in community service projects can help expand their horizons in terms of their own self-concepts and skill development while at the same time benefiting the community.

The nation's public schools look forward to participating in this new initiative by building on successful programs that currently exist in some public schools. We agree that young people should develop an appreciation for the value of community work, an appreciation best acquired by participating in a community service project. Many of our schools would also welcome the help volunteers can provide, particularly the individualized help our at-risk students need.

We do think it is important, however, that each local district develop models that are best suited to its own community. For example, the decision whether or not to award credit for volunteer service must be made at the local level. The learning component envisioned by serve-America should also be flexible in terms of scope and delivery system — again, a decision best made at the local level.

We also strongly recommend that local matching requirements be phased in very gradually. Too many federal education programs are short-lived. Community service projects need time to develop a strong base of local support before federal funds are cut back or terminated.

NSBA also has concerns with provisions in S. 322 covering worker displacement. Clearly, no viable community service program can have as an outcome, intended or unintended, the replacement of public employees by volunteers. But, neither can a viable program be established with burdensome reporting requirements to labor unions or government agencies. Nor can local school boards agree to allow labor unions to claim the right to supervise student volunteers. Nothing can nip the flowering of community service in the bud quicker than a heavy dose of contentious, bureaucratic regulations. We urge the committee to avoid them if they wish America's public schools to be willing partners in community service programs.

## IV. APPROACHES FOR POST-HIGH SCHOOL STUDENTS

But as important as the school-based approach is, we hope the committee will consider doing more. Many young people graduate from high school without having yet determined what they want to do — or without the financial means to accomplish their goals. For these young people a national service program that provides basic stipends plus the chance to earn higher education benefits could have tremendous value. Such a program, along the lines of Senator Pell's proposal, can help young people bridge the gap between high school and the future and puts them to work improving the community.

NSBA would oppose any effort to tie current student loan or grant funding to such a program. The college funding component should be a separate program, either supplemental or alternative to the current loan and grant programs. Our graduates need more opportunities, not more restrictions, for their postsecondary careers.

For example, Senator Bumpers' bill would offer the opportunity for partial loan forgiveness for undergraduate student loans. A college graduate could put something back into the community in return for the community's support of his education through the loan. With defaults an ongoing problem, providing a way for students to decrease their indebtedness while helping their community may produce a scenario where everyone wins.

A major goal of any initiative must be to assure access to volunteer activities for young people regardless of their personal situations. We agree with Senator Mikulski that young people who must work might welcome the opportunity to provide community service the way national guard members provide military service, i.e., two weekends a month plus a couple of weeks during the summer.

## V. RECOMMENDATIONS

NSBA encourages the committee to look more closely at these proposals in terms of the following:

1. The specific goals being sought as well as the desired impact on various socioeconomic segments of the secondary and postsecondary population. The educational value of community service is one such goal that NSBA supports strongly.
2. The federal cost of the proposal and the commitment that such funding will be adequate and in addition to, not in lieu of, needed increases for existing federal education programs.
3. Questions of social equity should be considered -- such as conditioning access to such programs' educational opportunities along economic lines.
4. Especially because any in-school program would be an ancillary activity, they should not be bureaucratically encumbered by rules and regulations whether from government agencies or by employers or unions at the volunteer site.

## VI. CONCLUSION

In summary, NSBA applauds the various initiatives to tap the natural idealism of America's youth for the betterment of our country. We know the committee recognizes, as we do, that the schools are a natural component of a thrust to maintain the United States as a nation of volunteers. We hope the committee will look closely at the variety of suggestions for increasing young people's involvement in their communities and develop a plan that is broad-based with a number of options so that all young people have the opportunity to participate.

The CHAIRMAN. Mr. Gainey.

Mr. GAINEY. Thank you, Mr. Chairman.

I have with me an associate from the National Association of Secondary School Principals, Dick Grooves.

I am here to testify on behalf of the NASSP, an organization that consists of 41,000 middle, junior high, and senior high school principals and assistant principals.

We are very excited about the proposal for national youth service and, of course, see Serve-America as a central component to any larger piece of legislation which may be enacted.

We are excited because of the possibilities—a sense of instilling community pride, in achieving something that will be beneficial for the community. I know that there is a lot of feeling that this may not be attractive to students. As a high school principal, I can certainly say that I do not feel that way. I think that many of the youth of America today are ready for this type of legislation and this type of opportunity.

There is a certain amount of personal pride in the achievement of something that is real rather than the classroom. I see this as a way of bridging the gap between classroom activities and the real world that these students are being prepared to enter.

I see it also as a means of building self-esteem, reestablishing a true sense of community and community pride, values and service.

I noticed this morning that Secretary Watkins mentioned the intrinsic value of service in and of itself. We concur with that as an ultimate goal, but feel that there are other incentives that may be necessary for segments of the population.

For example, right now we have the honor societies, and one of the central components of membership in the honor societies is service to the community. However, this is only one segment of the population of the schools and we look to expand that, and it may require additional incentives for this.

We think that national youth service could serve as the basis for a comprehensive national policy on bridging the gap from adolescence to adult living. Look at some of the possibilities—I do not think they have been fully explored, and I will mention flexibility as a key component to any legislation that is enacted—work with the elderly in nursing homes, hospices, senior citizen centers, working with disabled citizens, working in local libraries, parks, daycare centers, tutoring children, working closely with the schools, law enforcement agencies, rehabilitation of inner city homes, building shelters for the homeless, removing architectural barriers for the handicapped—any of these numbers of projects, and I could go on and on, that are potential for youth service.

The mechanics of the program we would suggest should be left flexible. Who should be served right now? We are looking at anyone between the ages of 16 and 26. While noting some of your prior questions, I think that this age is not cast in stone, but should go along with what I have mentioned in terms of flexibility.

From the honor student to the potential dropout, from college to the terminal high school student, we look to a consortium of private nonprofit organizations and the public sector. Allow these agencies the creativity. I have mentioned a number of things that I have come up with, but certainly I have not exhausted the realm of possibilities.

We look for joint ventures with the schools I am representing as being only one component, and not necessarily the prime component.

Other features that we think should be included are part-time and full-time; in-school and out-of-school service opportunities; allow the local communities to determine the methods of rewarding service whether it be stipends, wages, deferred educational scholarships and high school or college credit, as mentioned earlier; place emphasis on improving basic skills—we feel that this should be an integral component of any legislation in that if we prepare the students to enter the world of work with better skills, we may in fact reap the rewards with reduced social service payments out of other agencies.

We would concur with a number of people who have mentioned the fact that we should avoid creating a huge bureaucracy. In fact we feel that this may be an Achilles heel if a bureaucracy is created.

We should provide sufficient funds to leverage State and local resources, while rejecting the cannibalization of college financial aid programs and other education programs such as Chapter I and Chapter II.

We also concur with the avoidance of displacing adult workers without the burdensome reporting requirements.

In sum—being the last person on a panel has some advantages—I can be brief, because most of the key points have been made ahead of time. We fully support this, and we look forward to working with you in the future and any resources that we can provide for you.

Thank you.

The CHAIRMAN. Thank you very much.

[The prepared statement of Mr. Gainey follows:]

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# STATEMENT OF
# THE NATIONAL ASSOCIATION OF
# SECONDARY SCHOOL PRINCIPALS
# ON
# NATIONAL YOUTH SERVICE

BEFORE THE
LABOR AND HUMAN RESOURCES COMMITTEE
OF THE
UNITED STATES SENATE

PRESENTED BY

DONALD D. GAINEY
PRINCIPAL, WEST WARWICK HIGH SCHOOL
WEST WARWICK, RHODE ISLAND

APRIL 21, 1989

Mr. Chairman and Members of the Committee:

My name is Donald Gainey. I am the principal of West Warwick High School in West Warwick, Rhode Island. I appreciate the opportunity to share my views about national youth service legislation and to represent The National Association of Secondary School Principals (NASSP) whose membership includes 41,000 middle, junior and senior high school principals and assistant principals nationwide.

As a member of the NASSP Board of Directors, I want to commend you, Mr. Chairman, and this committee for your long standing commitment to our nation's youth and for your continuing effort to expand their educational opportunities and in this case, enhance their citizenship virtues. The task that you are about to embark on --- creating a comprehensive national youth service --- is an important endeavor which will require both active national leadership from Congress, the White House and others, and plenty of local resourcefulness and energy. NASSP has supported the concept of a national youth service for more than 12 years because we recognize the invaluable life experiences awaiting youth in their communities and we also appreciate the important asset they can be in fulfilling the unmet needs of their communities.

This concept is not new. For instance, the National Honor Society, administered by NASSP, requires as a prerequisite for eligiblity, that each society member provide some voluntary community service. This ethic of voluntary service has been a part of the National Honor Society since 1921.

Voluntary community service has been recognized for many years as a community asset and a demonstration on the part of citizens of their commitment to a higher quality of life for all its citizens. However, it has been sporadic up until now, and we hope that with your leadership, Mr. Chairman, opportunities for community service will become available in every locality and state in the Union. We are convinced that rewarding experiences await our youth and will engender an ethic of civic obligation which in turn will strengthen the mettle of our future community and national leaders.

We're hopeful that commitments on the part of the Congressional leadership, as well as the President of the United States, will lead to completion of comprehensive national youth service legislation this year.

Now, I'd like to expand on our perception of how a bill should be written and share a set of general principles with you. First, a national youth service opportunity must be available to all segments and all socioeconomic sectors of our society. Particular emphasis should be placed on disadvantaged youth, on high school dropouts, and others in need, while not precluding the participation of college-bound youth. College students also should be encouraged to participate. All youth must be eligible to benefit form this program.

We envision a voluntary service project to provide youth with insightful, challenging experiences which will impress upon them the many facets of community life, local government, and non-profit activities which, all told, contribute to the quality of life for all its citizens.

We encourage you to write a bill which taps the genious of local community leaders and builds on the many successful service projects now in existence in many parts of the country. It's imperative that the federal government does not mandate a particular method or approach to conducting the voluntary service programs. Instead, the federal program should yield to the uniqueness of each community regarding what services will be available, how youth will be compensated, and the details of its daily administration. Furthermore, the bill should strongly encourage, through the application process, consortiums of city and county government agencies, local school districts, and various non-profit agencies to cooperate as the "lead agency" ---thus assuring that agreements among and commitments between various local institutions have been made. We would object to a bill that would identify one local institution (such as a school district) as the only eligible grantee for this program. Instead, we envision these various community leaders working together to apply for a federal grant and to establish the necessary ties with those institutions that will provide service opportunities to participating youth. It's essential that a wide range of community leaders cooperate in their service effort so youth will genuinely benefit from the service opportunities provided, and that the range of opportunities is as broad as possible. This is important because some youth perhaps enjoy working with their hands in an out-of-door setting pursing some conservation project or park beautification project, while other students might be more interested and qualified in assisting elderly or handicapped citizens. Still other youth might be best suited to provide peer tutoring in a local literacy project while others would be better placed in an innercity, low income housing rehabilitation project.

Diversity and flexibility is the key to success and only local community project leaders can fashion service programs that match their unique local resources with community needs.

Mr. Chairman, your leadership in assisting community leaders across the country to establish an ethic of service is vital. With your help, we envision that community service will become a prestigious, honorable, and productive endeavor for our youth. To this end, we urge that a provision be included in your bill which will assure that our youth are appropriately recognized and publicly rewarded for their "good works" in local projects. Local and state applicants should demonstrate in their plan how their youth service participants will be recognized for "outstanding community service." This public recognition will make service the honorable activity it is.

National Youth Service can and must be a vehicle to enhance the basic academic skills of citizens as well. For students in secondary schools, community and junior colleges and four-year colleges and universities, we envision "campus based" projects which will integrate curriculum and community service. Today, in many school districts across the country, students are already partially fulfilling academic course requirements with voluntary service, internships, etc. This legislation will help state and local school officials to expand this aspect of their curriculum and give their students some "hands on" experiences that are directly applied to higher order academic skills. For example, we can envision high school biology students assisting their local water authority in testing the quality of the community's water both at its source and at various delivery sights such as schools, hospitals, older sections of town, etc. Pollutant levels including lead content could be measured far more extensively by a corps of high school students than could be expected by the water authority, would provide an enlightening experience for the students, and would provide a source of important data regarding public health. This is only one example of how volunteer service can benefit community and youth alike.

A comprehensive youth service bill must be tailored to reach out to high school dropouts, those identified as at-risk of dropping out, and other disadvantaged youth. Applicants should be strongly encouraged to identify youth aged 16-24 who have dropped out of high school. A grantee's plan should detail the method employed for identification, procedures for contact, availability of counseling, types of basic skills remediation to be provided, and assurances that achieving a high school diploma or its equivalent will be the goal for all dropouts who serve.

Additionally, applicants should be expected to provide close supervision to all youth service participants with assurances that academic skills enhancement efforts will be given to all in need. The credibility of a youth service project is dependent upon accountability and quality control. The participating youth deserve a quality experience and the community will demand a quality service.

Methods of compensation for service participants, whether they are stipends, wages, deferred education scholarships and/or academic credit should be determined by each local applicant. On-campus, part-time service will probably be compensated in non-monetary ways, while full-time service will be compensated by minimum wage, waived tuition and deferred scholarships.

On this point, we applaud Senator Pell for his proposed Volunteer National Service and Education Demonstration Program Act. It would provide deferred educational benefits for any high school graduate who serves at least two years in a community service project. Hopefully, this demonstration will lead to similar benefits initiated and funded at the state level. We urge that you include it in the final version of your bill.

Again, I reiterate that this program must be flexible enough to allow the circumstances in each community and state to dictate rewards, renumeration and compensation of serving youth.

Mr. Chairman, a comprehensive bill which includes full-time service must address the delicate issue of adult worker displacement. NASSP urges the committee to include language which strictly prohibits any partial or complete displacement of local adult workers. This prohibition would assure that adult workers do not suffer reductions-in-force, nor overtime or other employment benefits. Furthermore, we suggest that a simple, straightforward grievance procedure be established which local labor organizations can utilize for the purposes of protecting the legitimate rights of their employees. This must be achieved without burdensome, stifling paperwork and reporting requirements.

Because of the budgetary constraints facing the federal government, we have come to expect the advocates of youth service and other worthy initiatives to resort to "creative financing" in efforts to squeeze yet another program into the budget. Most prominent is the proposal to replace existing college student loan programs over a five-year period. We find it curious that although this proposal is designed to enhance recruitment in both youth service and military service by offering education and housing benefits only education funds would be converted --- while Pentagon military recruiting funds are left untouched. This is a lopsided attempt at "creative financing" and should be rejected.

The secondary school principals across the country congratulate you and your committee, Mr. Chairman, for your leadership and commitment to enact legislation designed to give America's youth the opportunity to enhance their education while serving the needs of their communities. We are prepared to assist you in achieving this noble goal.

I'm pleased to answer any questions the Committee might have.

Thank you.

The **Chairman**. Just a few questions.

Mr. Oglesby, I agree that we should not mandate credit for service; we will leave that aspect to the local communities and school boards. I am just wondering if you think they will give consideration to that.

What we have tried to do is have a service program that is school-based, developed by students, in the community, and then I would hope that the academic institutions would develop a way of integrating that community service into academic courses and teaching. We have done that in a number of different schools successfully. This is a personal view of mine, but I recognize this is going to have to be decided by either the local school boards or the local academic institutions. That is the bottom line. But do you think they will give some thought to that?

Mr. **Oglesby**. I think they have and they already are around the country in different places. Various school districts handle it in different ways.

For example, in my local school district we have from youngsters right on up through grandparents in the communities who volunteer in the schools to do various things, and the school provides a big banquet so that we can honor all of the volunteers, pass out certificates under the awards programs. In various classes, there are certain credits given for certain services. So there are multiple ways of doing it, and our recommendation is to let the flexibility stay at that level, and the determinations will be made based on what best meets the needs of those communities.

The **Chairman**. I think that makes sense, and hopefully, where your association finds that there are model kinds of programs, those can be communicated to other school boards as well.

Mr. Gainey, one of the points that you make—and maybe Mr. Oglesby has a comment on it—is that our program reaches those who are in school, hopefully, but we have got an awful lot of young people who are out of school, and how do we bring those people into some system of service. We have heard of the Pennsylvania experience where they have been able to reach out to some of these young people, and a result has been to get them back into the school system with all the attendant advantages that that has.

What ideas do you have?

Mr. **Gainey**. Well, just off the top, there are a number of possibilities, and we heard them discussed a little earlier in terms of recouping them, especially the marginal student or the dropout. I would like to see the program enlarged so that we can bring them back, provide some training and some educational incentives for them.

I have had personal experience where students have dropped out of school and seemed hopelessly bound on a track that would lead them nowhere, who have returned by one method or another. I see this as another option that I would have in the bag of tricks to engage these students actively in improving their skills, either for academic purposes and/or for employability. I really think that this is a viable means.

The **Chairman**. Mr. Oglesby?

Mr. **Oglesby**. We are seeing this as one of the spinoffs of partnership programs that are established in communities in which you find that even adults go back and volunteer with the schools or with some other agencies within the community.

Our whole city of Columbia runs off of volunteers. We do not even have a paid City Council; they volunteer. And then all of the committees that are supportive of that, they volunteer; and we also try to get students involved in various capacities, even those that are post-secondary.

So there are some spinoffs in a lot of these programs that are going to enhance this, and I believe that if left up to the ingenuity of most local communities with the guidance and leadership of committees such as this and others, I believe there would be passed around various good ideas of involvement of people and communities.

The timing is right for it. I believe that people are seeing that the value of service is returning to the public arena now. We had two board members resigning, deciding not to run, in our last election, and we had ten people to apply for those two seats to be elected. So I am seeing that going around the country now; more people are volunteering to provide service in various aspects, whatever their interest is.

The CHAIRMAN. One of the programs that I saw down in Dade County, Florida in some of the high schools there was to help identify potential dropouts. In this case, they were getting some of the best athletes who were also good students to spend time (I don't think you necessarily have to be the best athlete, but nonetheless that's the way it got started, and they now have expanded it to include other students with potential dropouts.) It has had a pretty good response.

Also in the Dade County school system, they have started Saturday classes for kids who are behind in their classes. The popular thinking around here would be that no one would show up for Saturday classes, but you find out that these parents make the needed additional kinds of efforts. They are getting teacher volunteers to come in on Saturdays as part of their program, and the parents are getting involved in it.

So as you mention, the possibilities are unlimited. You cannot possibly mention every potential thing that can be done. Just about every program we heard about here today is something I had not thought about or heard about, and yet they are very, very creative and imaginative and obviously have a lot of energy and support within those local communities and school systems and among the students.

So I welcome the fact that we did spend some time today thinking about the dropouts. I think there must be four or five hundred thousand young people a year who are dropping out of school, and that is just an enormous wasted asset for any country let alone the impact that it has on their own individual lives.

Mr. OGLESBY. If we are fortunate enough to have a safety net to go back and recapture those students—it could be that lack of interest at that particular point of time in their lives could be a problem, but what we are also looking at is trying to reduce restrictions that keep those students from coming back to school, so that if they decide at some point after they drop out that they would like to come back, as long as we don't have restrictions in place to keep them from coming back, they will. The mentoring and buddy programs are coming up now, where students are identifying each other, as they would say, being "stressed out" and providing whatever assistance they can to each other and notifying persons where they can get some help.

So there are some things in place in order to capture those; there is not nearly enough, and you cannot ever tell what enough is, but I believe that with the initiative at the local level, we can normally provide as much assistance as we can to those students.

[Additional material supplied for the record follows:]

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STATEMENT OF

SERVICE EMPLOYEES INTERNATIONAL UNION, AFL-CIO, CLC

SUBMITTED TO THE

COMMITTEE ON LABOR AND HUMAN RESOURCES
U.S. SENATE

APRIL 21, 1989

ON

NATIONAL AND COMMUNITY SERVICE

I am John Sweeney, President of the 850,000 member Service Employees International Union which represents 450,000 public sector workers. I thank you for the opportunity to present our views regarding the institution of a Volunteer National Service. Mr. Chairman, SEIU members appreciate the efforts of yourself and the other members of the Senate Labor and Human Resources Committee to improve the lives of working Americans.

SEIU represents workers who serve the public in a variety of occupations, from office workers to librarians, from nurses to highway engineers, from law enforcement officers to social workers, and from janitors to technicians. We represent workers in local government, states, schools and the federal government.

Recent domestic budget cuts have created many gaps in the delivery of services to those in need. Too often, public workers are put on the front-lines with few resources to handle deep-rooted social and fiscal dilemmas. A national volunteer effort could help alleviate some of the worst shortages by funneling volunteer workers to areas where they are needed most. Additionally, a resurgence of civic obligation, particularly among the youth of our nation, would help restore domestic pride and create a more ingrained sense of individual responsibility.

Whether a volunteer service corps will successfully achieve these ends depends on the conditions and intentions of its authorizing legislation.

SEIU is particularly concerned about the potential for a national volunteer service to displace regular public and non-profit workers. Our membership is largely comprised of workers in the public sector, many of whom do the jobs being suggested for volunteers. These temporary volunteers should in no way be used to substitute for trained, permanent workers in the public sector. Unless careful action is taken otherwise, those most likely to become the victims of displacement would be low skilled workers at the bottom of the income scale. These workers need a guarantee that volunteers will not take away their livelihood. Any legislation must be worded in such a way as to ensure that these workers and their jobs are protected.

Aside from the likely displacement effects of an extensive volunteer effort, particularly of the magnitude suggested by Senator Nunn in S. 3, such a program should not be used to deflect emphasis from restoring social budget priorities. Funding for the Social Services Block Grant (SSBG), a primary vehicle for granting revenues to state and local governments for social services, declined nearly 40% in real terms during the Reagan years. Although volunteers may be capable of performing valuable community services, they cannot be expected to mitigate the effects of an extensive decline in funding for social programs.

Another concern is the fairness of a program to low-income and minority youth. A volunteer program foremost should not be tied to federal aid for education. By financing the national service program in part by phasing out federal financial aid programs, Senator Nunn's proposal inextricably ties their access to higher education to program participation. For thousands of low- and moderate-income students, therefore, the ability to attend college is contingent upon their taking part in this "voluntary" program. Due to the strong monetary incentives inherent in this type of "serve and benefit" approach, a result may be that only the most financially needy would be inclined to participate. Wealthier individuals certainly would not have the same motivation for becoming a volunteer as those whose college education depended upon it.

Senator Mikulski's bill S. 408 offers considerably more flexibility for those wishing to take part. Patterning the program after the National Guard, volunteers need only participate on a part-time basis for an average of nine hours per week. Participation, therefore, would not require a radical disruption in one's present lifestyle. Additionally, the $3,000 vouchers granted for each year of service, equaling approximately

$6.41 per hour worked, could be used to supplement college financial aid and pay off loans, rather than supplant it.

Senator Mikulski's proposal also contains strong language on prevention of worker displacement. While the wording alone cannot always guarantee against displacement, the added requirement that state agencies submit plans to a National Community Service Corporation detailing the work assignments for volunteers is one way to safeguard against this occurrence. Additionally, volunteer activity is to be channelled through existing voluntary organizations which already have experience in placing people in unpaid positions.

Although S. 408 is well intentioned, SEIU has some reservations about the scale of the program. Despite the anti-displacement language, a program of this size--400,000 participants anticipated by FY 1994--could still displace some in the low-wage work force. The source of the $2 billion financing to support this ambitious effort by FY 1994 is also unclear. Given fiscal constraints, where is this money to come from without squeezing out other needed domestic programs? Finally, the minimum three year duration of service seems rather excessive considering that few teens stay in any one job for more than a few months much less three years.

Senator Kennedy's proposal differs from the others being considered in that it would create a school-based community service program. School administrators, community organizations, and the students themselves would all take part in determining an appropriate volunteer assignment. Although an estimated 2.5 million volunteers would take part, this type of program structure would serve to reinforce the bill's already strong anti-displacement language. Furthermore, by not linking volunteer service to any kind of stipend or financial aid program, it avoids targeting enrollment to low-income individuals. Rich and poor alike would have equal incentive for performing these civic duties.

If the primary rationale for a Volunteer National Service is to give our youth an opportunity to reciprocate for some of the privileges they have received from this nation, then the Kennedy proposal is the only one which strictly adheres to this objective. However, if the primary objective is to provide youth with the opportunity to perform needed services in exchange for education and homeowner vouchers, the Mikulski bill represents a good starting point. In no case could we support a Nunn proposal that results in a mass of low paid young adults with none of the traditional worker protections, threatening to displace those currently employed.

We at SEIU encourage you to proceed cautiously on the matter of a Volunteer National Service. We cannot rely on this initiative to recoup the losses created by the deep funding cuts in programs such as the Social Services Block Grant. Our young people should be granted the opportunity to serve this country, not simply bail it out of its fiscal crisis.

*Operation Civic Serve*

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TESTIMONY TO SENATE LABOR & HUMAN RESOURCES COMMITTEE

by

Robert B. Choate, President, Operation Civic Serve

DAVIDA A. HARTMAN
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BOARD OF DIRECTORS:
ROBERT B. CHOATE
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JOSE VILLA
*Professor*
*School of Social Work*
*San Jose State University*

G. MITCHELL WILK
*Commissioner*
*Calif. Public Utilities Commission*

Mr. Chairman: April 21, 1989

I congratulate you for the depth of your hearings on National Youth Service. In response to your staff's request we submit this testimony to build the case for college student service to the nation's communities.

In California we passed the Human Corps Law in 1987 which instructs the two public university systems to, in effect, exhort their students to perform service an average of 30 hours per year. Private colleges are urged to follow suit. The Governor signed the bill, but no funds were appropriated to implement the plan. As a result our college student service movement is like a car on a cold winter's morning; we are moving sporadically and erratically, and not moving very fast.

The bill has huge potential: if the Human Corps Law, AB 1820, works half as well as planned, California communities will gain over 500,000 hours of young volunteer service per month !

But our experiences over the last 16 months do provide some insights into the huge task of implanting a service ethic on the nation's campuses. We attach a recent article published in Youth Policy magazine. It fully describes the complications of organizing 50+ campuses to adopt a service component to college education. The resistence of some administrators, faculty members and student leaders must be reckoned with when you plan the incentives and goals for a national program. We ask that the article be included in the record. [See exhibit A]

So too should you understand the "turf" problems of many communities. Agencies utilizing middle-aged volunteers often bridle when young, "short-burst" volunteers are stimulated. Thousands of young volunteers are often regarded as a problem, not an asset, when schools and old-line agencies ponder the supervision of young civic servers. Many adaptations will have to come if thousands of students serve.

To stimulate apathetic and reluctant campus leaders, we have gone to Chief Executive Officers of some of the nation's major corporations and asked them for their views on student service. 3l have responded with strong statements. The Governor of California has joined in affirming the desireability of student service. We have excerpted some of these statements into a poster, and submit it herewith for the record. [See Exhibit B]

We are placing these posters on many California campuses this spring; an updated version will be distributed to our campuses in the fall and to major high schools as well. We think the message is clear: community service on a transcript or work record is viewed favorably by many of the nation's major employers. Brian O'Connell, President of Indpendent Sector, believes these views are typical of those held by major employers throughout the United States. I enclose excerpts from the 31 letters, and ask they be included in the record. [See exhibit C]

President Bush has called for private sector initiatives in youth service. In a typical city in the United States it is imperative that business, civic and social leaders join the planning for a broadscale youth service effort which brings college student help to schools, non-profit organizations and public agencies in hundreds of communities.

This planning cannot be left solely to those on the campus, or those in the teaching professions. Bankers, publishers, Business Roundtables, Kiwanis, Rotary, Leagues of Women Voters and dozens of other people and organizations must become involved if thousands of college students are to be placed in meaningful volunteer slots near hundreds of campuses throughout the nation. School systems, particularly those with high dropout rates and pupils weak in English, must analyze how best to utilize young tutors and teacher aides with those needing one-on-one attention. (In California we have 650,000 English-impaired pupils in our public schools.) Private foundations and corporate giving programs can have an important role in the pilot stages of such efforts; they cannot hang back until campus leaders have undergone the ponderous mechanisms to add an item to their curricula.

P.3 of 3

To demonstrate the organizational challenge to a community preparing for widespread utilization of college ( and high school) civic servers, we submit "Typical City, U.S.A." - a blueprint for developing supporters for a student community service movement. This was prepared for VISTA. We ask that it be included in the record. [See exhibit D]

The non-profit community, often hard to approach in a systematic fashion, may regard young volunteers with suspicion. Therefore a great deal of work must be done getting their boards and leaders to adapt to a student's different time availability and motivations. This must occur before the college students come forth seeking slots.

We close by inviting this committee to come to California and to observe how an unfunded state project has progressed in l6 months with the occasional help of private funds. It should help you with your legislative planning and budget projections.

Thank you.

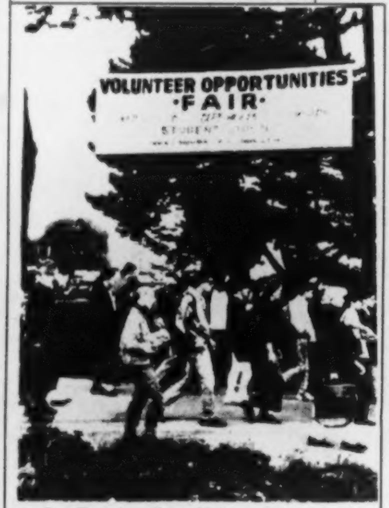
Robert B. Choate

# California's Human Corps: New Legislation Boosts an Old Idea

by Robert B. Choate

It has been a year since California lawmakers launched the Human Corps, an exhortation to all students in four-year colleges to perform an average of 30 hours of community service each year. Signed by the governor after overwhelming support in both the Senate and the Assembly, bill AB1820 instructs the two large university systems to tell their students that they are expected, but not required, to give service to their communities. By Operation Civic Service's definition—but by no means everyone's—"community service" is that service which educates the provider about a persistent social issue while bringing benefits to someone in need. Led by imaginative thinkers, California campuses are currently figuring out how to implement this ethic while doing their everyday work.

This bill has a curious history. John Vasconcellos, assemblyman from San Jose and chairman of the Ways and Means committee, used his powerful voice in budgetary matters to push the bill through the legislature in 1987. He did not, however, build a constituency among those groups and professionals who would provide off-campus volunteer and interning opportunities. Thus the governor felt safe in signing the legislation and removing all funds to implement it. The two statewide university systems—the University of California, with 150,000 students on nine campuses, and the California State University system, with 250,000 students on 19 campuses—thereby were legislated a mandate to ask their students to involve themselves in community work, but were not provided any funds for administrators, faculty and students to work out a method to implement the bill. Private four-year campuses with 100,000 students were also asked to join the effort.



At San Francisco State University, community service has been a part of campus life since 1973.

California did not start college volunteering with a piece of legislation; programs such as Stiles Hall at Berkeley, Youth Educational Services at Humboldt State, and the Community Involvement Center at San Francisco State were in place long before Mr. Vasconcellos wrote his bill. In 1986, a group of San Diego entrepreneurs began to plan for a statewide effort to stimulate campus involvement in community service. Now known as Operation Civic Service (OCS) the organization has acted as a catalyst for community service by following the progress of community service efforts on fifty campuses. OCS also is concerned about the implementation of the Human Corps mandate by public schools, non-profit groups, and other public agencies. Since community participation was written into the law, it only seems right that those with the off-campus service slots play a strong role in designing this grand experiment.

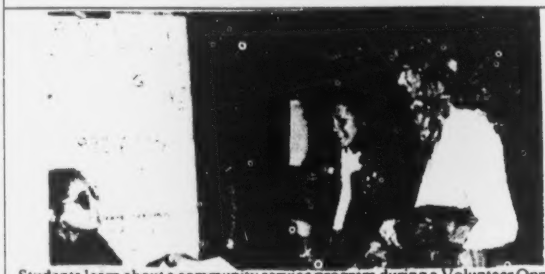
As of September 1988, 27 public four-year campuses and some private ones had formed Human Corps Task Forces and are in the midst of figuring out what, if anything, they must do to carry out the intent of the bill. Telling 500,000 young people to do something is not without risks. The process of launching such an endeavor is not simple. Let us use an "Oympic team" analysis to explain the difficulties of the process and to determine how this first-in-the-nation approach to community service is affecting nearly half a million college students:

First, what is the equivalent of "going for the gold?" If AB 1820 works half as well as its author hopes, California communities by 1993 will receive 500,000 donated hours per month from college volunteers. If AB 1820 succeeds, it will expose college students to the facts of life as they tutor dropouts, aid the illiterate, help the aged and disabled, improve the English of the foreign-born and assist the poor. The legislation also gives employers and admissions officers of graduate schools a tool to judge the civic worth of applicants seeking post-baccalaureate employment or education.

Continuing with the Olympic analogy, there are at least five teams which must merge their interests in the Human Corps statewide endeavor. Team one is the campus, Team two includes the schools of the involved communities, Team three is the non-profit sector, Team four is the concerned city, county, state and federal agencies, and Team five is the supporting organizations such as foundations, service clubs, and business leaders. The following is an in-depth look at each of the five teams, viewed from experiences gained of over the last thirty years and from other college and community volunteer programs in California during the past four years.

## Team One—The Campus

When looking at the subject of student community service, it is clear that there must be positive commitment



Students learn about a community service program during a Volunteer Opportunities Fair; these fairs are held on campuses throughout California.

from the top administration of each campus and collegiate system. The leadership must be clear and public. There can be no equivocation in speech or written documents. California Compact, an association of university presidents, soon will be vigorous in this regard. Academic deans, deans of student affairs, deans of residential life and members of faculty senates must come together to weigh the questions of credit, educational content, internships/volunteers, work-study and record-keeping. Currently in California, some campuses view the Human Corps as an expanded intern program, while others wonder if there is any learning to be gained by going off campus. Campus Outreach Opportunities League (COOL), an intercollegiate student organization with members from 300 different campuses, is educating students to the rewards of community service and urging them to become involved with Human Corps planning on their campuses.

Intern programs are common throughout the state, but they generally involve juniors and seniors with selected majors. Freshmen and sophomorés are a new challenge, particularly those who have not yet chosen their first career field. An education department that has placed 100 interns a year in nearby schools has worked out a protocol for their supervision and evaluation. What happens when 2,000 students sign up to tutor potential dropouts? The education school people may balk at the load—or at the competition.

In addition to the intern challenge, the subject of faculty involvement remains up in the air. It is true that those professors with a strong commitment to social concerns offer their help, but they often are the already over-committed faculty members. It appears that some of the faculty spend many hours devising a Human Corps program; unfortunately while they may gain the admiration of their peers, there is no incentive in the academic world [either financial or professional] given for organizing volunteers. Academes interested in organizing community service programs profit neither at the bank nor tenure committee for their efforts. A ray of hope exists, however, from those professors and departments which offer courses to introduce students to community affairs.

Another problem is that some campus administrators have limiting concepts about the role of volunteer service. Some administrators in California universities view the Human Corps as another work burden, another claimant on unavailable space and phones. More importantly, the Human Corps bill specifically mentions that students shall be involved in Human Corps planning, yet some faculties and administrators often do not include students in planning sessions. Other faculty leaders and administrators believe the whole effort should be placed in the student career office, thereby inviting a conflict of interest as to who shall be placed for service or who shall be placed for pay.

Some administrators turn to existing student volunteer services, of which there were over 30 programs in the state in 1987. The rub comes when one tries to expand a gem of a student-led volunteer program from 300 to 3,000. In many cases it cannot be done, although the earlier program remains a valuable example upon which to plan for a broader program.

## Team Two—The Schools

The most obvious locale for California service providers is the public schools. Today the state has nearly 650,000 English-impaired students in grades K-12. Many are refugees, others are beneficiaries of recent amnesty laws or are closely tied to Mexico, or Central America or Southeast Asia. Professionals who work in the school systems of California must deal with overcrowded classrooms and often have no way to address the needs of these children. Teachers, however, could be the masterminds behind a broad-scale tutoring program which uses college students to improve the English, math and science skills of children in California's elementary schools.

Campus Compact, parent of California Compact, is currently identifying the best models of tutoring the young in this country. California has some excellent examples of volunteer utilization, but the particular challenges of youth-to-youth work need careful planning.

Some California college students could fulfill the Human Corps mandate as volunteer counselors and tutors for elementary school children.

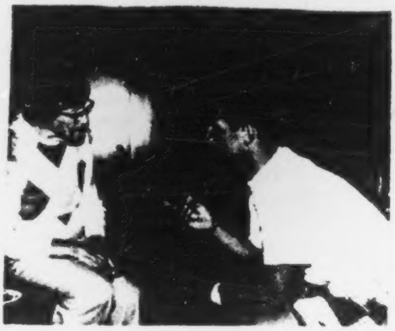
There will be barriers of race, culture, class, gender and language which must be anticipated as college students are made ready to work one-on-one with those needing a helping hand and mind.

Here, too, commitment from the top is critical; to show real commitment, the school board must indicate its approval of a volunteer utilization plan and the superintendent must clearly state his or her approval. Principals, teachers and the teachers' unions must come forth to invite Human Corps planners to meet with them to discuss responsibilities and management. Other topics for discussion include: Who will recruit, screen and orient prospective tutors? Who will select, train, supervise and evaluate the students who serve? Will it be done on school grounds or at a nearby youth agency? How will bused children be tutored?

Nearly 40 percent of California's community servers could potentially be involved in some form of education, either with children, adult illiterates or those requiring special services. If there are 650,000 English-impaired children in K-12, those needing help with math and science must also number in the thousands. The potential volunteers are there, but many school districts have been hesitant to contact the nearest Human Corps Task Force to ask for help. Moreover, the campus-based Task Forces seem sluggish in seeking out the public schools they might help. To combat this problem, Operation Civic Service has prepared a list of the zip codes near each of the state's fifty major campuses and has offered to the Human Corps Task Forces a list of all public school facilities, ranked by Aid to Families with Dependent Children attendance rates, within their cluster of zip codes. Unfortunately, the response has not been overwhelming.

## Team Three—Non-Profit Organizations

The track record of the private sector in utilization of college youth is mixed. Ironically, profit-making concerns such as McDonalds are constantly recruiting, and major employers show up for career day to woo prospective graduates to their firms; the non-profit part of the private sector, however, has been slipshod in this regard. Many college students do not know what constitutes the 501(c)3 non-profit world, nor its professional needs and its services to a private enterprise economy. Needless to say, students on work-study sometimes have contact with the non-profit world, but they seldom think of it as offering a career. Similarly, those agencies utilizing volunteers have not been adventurous in seeking young volunteers. There are, of course, volunteer fairs, along a well-traveled campus route, at which 20 to 40 organizations staff tables to attract new young recruits, but on the whole, the effort is low-key. There is no real "sell"; there is not real recruitment by non-profit organizations.



Other college students may work with the elderly and homeless.

The 40 Volunteer Centers of California, many of which are located near college campuses, are wrestling with this problem now. Volunteer Centers have the experience and expertise to give strong guidance to the Human Corps program. They acknowledge that they should be doing more to make their on-campus efforts an adjunct of what has already been well-established downtown. The problem which the Volunteer Centers must address is the elemental fact of life that if an ethic is to take hold on a campus, the students must be instrumental in placing it there. They must believe that they have control over the operations of a campus volunteer office and that they are responsible for its maintenance through hired staff. Otherwise the recruitment effort will have to be repeated year after year.

Many California non-profits have experimented with utilization of young volunteers and have ended up consigning them to filing and phone calls. While this may work for high school volunteers, it will not work with college students. Non-profit administrators need to advise the universities about orientation and training or take the responsibility for these tasks themselves. To resolve this dilemma, non-profit organizations can pool their training needs; they can collaborate on Human Corps planning to let their views be known at the highest university levels.

One alteration to AB 1820 may be necessary. The California legislation speaks of an average of a 30 hour commitment per year. Many organizations and agencies will not want someone for that short period of time because the training and supervision costs get an inadequate return. Some students may give two or three times the amount of the requested service, but the quick-in/quick-out volunteer remains the challenge. It may therefore be wise for an organization to think of opening up slots into which student volunteers can be placed. The previous occupant of a slot could be responsible for at least half the training of his or her successor. After the first semester or year of operation, those with experience at a particular agency or organization could be part of the on-campus orientation which prepares successive waves of volunteers. This process has worked well at Stiles Hall at U.C. Berkeley, where the managers of programs are drawn from those students who have served in prior years.

The inauguration of an on-campus student community service office can overcome many of these barriers. It will need paid staff to ensure continuity, and a number of computer stations around campus at which students can give evidence of their interests. The community service office will, in a sense, become a "talent bank" to which the community can turn for assistance. At Stanford University, the Public Service Center is now a well-known landmark for students to pursue volunteering suggestions. In effect, such a center is an on-campus extension of the local community. It may also be wise to have a "needs bank" station at the school system headquarters and at several sites among non-profit and public agencies. Notices of the volunteer needs of a teacher, a youth program or a public library could be placed into such a system. Linking the "talent bank" to the "needs bank" is an obvious challenge; someone must act as the broker between those offering service and those needing it.

### Team Four–City, County, State And Federal Agencies

The fourth team includes city, county, state and federal agencies in the vicinity of the college. Like public schools and non-profit agencies, they too can host volunteers and interns. Strong administration acceptance of youth volunteers is critical, however, if underlings in the public bureaucracy are to accept young people in their midst. Problems which may be encountered in placing youths in public agencies include confidentiality, liability and education, but a good public agency can understand the value of telling the next generation of leaders about its charge in life. If college students come to understand the complexity of running a public agency as well as the need for the agency to exist, the next generation of voters will be more supportive of public service endeavors.

Again, the public agencies will have to enter into the planning sessions with those on campus and help to shape the orientation program. They will have to plan their own recruitment and training procedures. They will have to devise a plan where one volunteer takes part of the responsibility for training his or her replacement. Interns have served with public agencies for years; now it is time to expand that effort to those somewhat less directed but still eager to learn about the world.

Public agencies need a firm commitment from the executive in charge and from the elected officials over them, whether it is at the state level under a governor or at a county or city agency level under a board of supervisors or city manager. There must be interest at

## Y. E. S.: *Humboldt State University's Pioneer Community Service Program*

by Janet Del Grande

As the administrators of the University of California and the California State University systems begin to implement the Human Corps mandate into their curricula, no doubt many are looking to Humboldt State University in Arcata where the Youth Educational Services program (YES) is celebrating its 20th anniversary year as an example of effective student-involved community service. Since the organization's inception in 1968, approximately 6,000 students have given over 600,000 volunteer service hours to the campus and the community.

YES volunteers work with Humboldt County's youth, senior citizens, low-income families, refugees and the disabled in 14 different programs that range in structure from one-to-one counseling to youth development and community education. Among the different services that YES volunteers offer are an Adopt-A-Grandparent program, an environmental education program for local school children, and a draft and pre-enlistment counseling service called Think First.

YES is housed in a small cabin near the Humboldt State University campus where as many as 300 students interested in community action gather to share their ideas and develop new programs. As one of the few student-directed volunteer programs in California, YES leaders take great pride in offering college students in all disciplines the opportunity to give back to the community through volunteer service what they have been receiving through their education. The type, scope and number of volunteer programs sponsored by YES each year is limited only by the creativity and energy of the students who initiate the projects and provide leadership. During YES's 20 year history, 55 ideas conceived and developed by students have grown into effective programs that serve the campus and community.

Students interested in participating in YES must meet established criteria in order to create new programs. Proposed programs must be well-organized and budgeted, and other volunteers must demonstrate an interest in joining the effort. More importantly, new plans must address needs not currently being met by any other service organization on campus or in the community.

Project directors often spend as many as 20 hours per week on their programs, but other students have opportunities to participate for shorter periods of time. The average volunteer, however, donates more than 100 hours of service each year to YES. Regardless of the number of hours spent, volunteers reap many positive benefits from their commitment. As YES workers diminish the barriers between "town and gown," they become part of the local community and more aware of the needs of other people in Arcata. Not surprisingly, many volunteers experience a feeling of increased self-esteem from their efforts and take great pride in their work.

Serving both campus and community, YES is primarily funded by Associated Students and Student Affairs on campus; the program also receives community support from United Way, 4-H and private donations. The various projects which YES supports also receive money from fundraising programs conducted throughout the year.

Often serving as an incubator for new ideas, YES is able to assist areas where community agencies recognize problems but lack the time or resources to address them. Not surprisingly, some of YES goals parallel those of the volunteer effort proposed by Human Corps legislation for the UC and the CSU systems. Both programs strongly encourage students to direct their energies into solving community problems as they develop skills as future leaders in California. YES takes this concept even further by focusing on the development of leadership skills through experience in entirely student-directed programs and assumes total responsibility for training the student directors and the volunteers.

*Janet Del Grande is the Community Outreach Director of the Youth Educational Services at Humboldt State University in Arcata, California.*

the top of each bureaucracy to take the youth into their midst; it won't happen accidentally. For example, if the governor of the state declares his commitment to supporting community service by college students, many barriers will fall.

### Team Five–The Supporting Team

Approaching team five requires tact, experience and community organization knowledge. Here is where the elders can come in. Although retired people can approach the Rotary Clubs, business roundtables, philanthropies, publishers and corporate executives more easily than can youth, they should take youths with them. OCS has met few people who understand the tremendous education a young person gets by being involved in the launching of an enterprise such as a corps of young volunteers. Their elders who know how to do it can pass on this knowledge much better than a professor with a textbook.

The press is of critical importance in all of this. Much attention has been paid in recent years to the "me-ism" and "careerism" of the young; "yuppies" have been glorified for their monetary goals. Now the press must be alerted to the growing number of students who want something more, who do not feel satisfied with book learning to make money. On every campus in California, there are students who have served their communities and want to do more. They should be models for their peers. On several California campuses exemplary outreach programs have operated for years, yet their work is known only by those who have participated because these programs have not been given the deserved attention by the campus press, the university's press office or the mass media of the surrounding area. This must change. A concerted effort must be made to invite the press to cover campus-community service activities.

Service clubs and commercial interests such as Rotary, Kiwanis and downtown merchants must be approached because many public service efforts are considered lightweight by outsiders if business leaders are not involved. In many cases the apathy of the business and service communities has contributed to the disengagement of the young in civic issues. If the young are not invited to civic meetings, and are not thought of as needing training to become future city leaders, the young will avoid those groups that ignore them. Conversely, if local youths try to sponsor well-intentioned community service programs without the help of traditional civic groups, these young people have a difficult time finding moral and monetary support for their efforts. Long-time religious forces in the community must be invited into the campus planning. During the 1930s, '40s and '50s, the Young Men's Christian Association fostered large numbers of the campus community service efforts; unfortunately, few such places exist today. It is time for students to invite into their deliberation the experienced leaders of these efforts. Ethnic groups through their clubs, associations and professional societies should also be part of this campus planning. Minority students should be part of the administration of a campus volunteer center; they should

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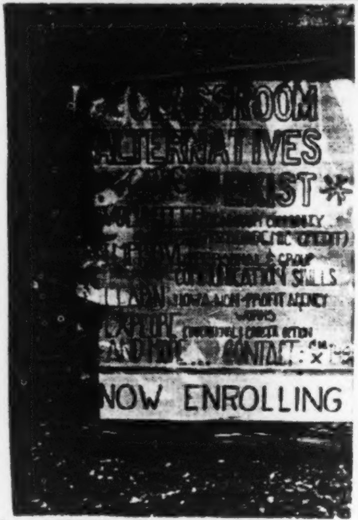
# San Francisco State University's Community Involvement Center:

## *Attracting Students to Community Service*

by Steve Cochrane

The Community Involvement Center (CIC) has been an integral part of both academic and student social life on the San Francisco State University campus since 1973 when a handful of students and one professor joined together to make college education relevant to life. In the ensuing 15 years, more than 5,000 SFSU students have participated in CIC's Volunteer Internship Program, earning academic credit, gaining personal growth and professional experience, and providing help to their community. The program is interdisciplinary, attracting students from all academic schools and an average of thirty-five different majors each semester. In the past four years, CIC has grown fourfold in terms of student participation and community agencies served. With the advent of the Human Corps in the state of California, CIC is stronger and more vital than ever.

The key to CIC's success is that the program is administered by some 50 students each semester who serve as interns working directly to recruit and provide support services for students in the field. These students, who already have experienced the rewards of volunteering, provide the publicity and



At the start of each semester, CIC actively publicizes community service programs which complement traditional classroom instruction.

also be a major part of the outreach team.

Which brings us full circle. How many college campuses teach a course about the role of profit, non-profit and public agencies in our society? Students hear about making a profit from day one, yet an amazing number do not know about taxes, 501(c)3s, philanthropies, part-time employment, shared work and the professions involved. They do not understand how issues reach the voters, or which public bodies make decisions on their behalf. Fewer still know how to influence these groups and forces. Many college campuses could design a course to let the youth service corps be the field experience.

The legislation which created the Human Corps is only one year old, and while there have been impressive efforts by college administrators, faculty members and students to make a campus experience a real-life experience through volunteer service, it is too early to judge accurately who is doing what well. Currently, California, Minnesota, Pennsylvania, Maryland, Massachusetts and Vermont seem interested in broad-scale youth service. Something has to come on the American scene to cope with the problems of illiteracy, unemployability, drugs and crime–issues which plague our youth. It is clear that youth corps of many sorts are needed; the California Human Corps model is ripe for expansion.

*For more information, contact Operation Civic Service, 3717 Buchanan St., San Francisco, CA 94123 (415) 567-0740.*

*Robert B. Choate is founder and president of Operation Civic Service, a non-profit, California-based organization funded by the Ford, Hewlett, Irvine and ARCO foundations to act as a stimulant for campus-community collaboration on the subject of college student community service. Mr. Choate is also a senior associate of the Youth Policy Institute.*

TEACH
A CHILD
TO READ

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networking necessary to attract new students to community service learning.

Classroom speaking is the most effective recruitment activity; some 4,000 students each semester hear these short presentations on the value of volunteering. Student speakers emphasize service to people in need, career exploration and skill development, personal growth, earning units while taking a break from the classroom, and meeting new friends.

At the beginning of each semester, CIC sends letters to professors requesting that a CIC staff member be allowed to make a three-to-five minute presentation to their classes. Once a professor agrees, CIC students give a brief talk about the many volunteer opportunities open to them. Students are told that they can receive academic credit for the volunteer work they perform which can be used to meet elective requirements for graduation: four units for volunteering 8 hours per week, keeping a journal, and attending a weekly two-hour seminar.

Students also have the option of talking to their academic advisors to see if there is the possibility of obtaining units directly in their major. The ability to offer units for volunteer work greatly enhances CIC's attractiveness to students who have never volunteered or who are heavily focused on academic work. In addition to student speakers, some 30 presentations per semester are made by community agency representatives who are invited on campus by CIC. Class subject matter and agency emphasis are linked to provide the most effective outreach possible.

CIC also engages in a campus-wide publicity drive at the start of each semester. Eye catching stake signs and large A-frame signs are rotated about campus on a daily basis. These signs are used to publicize CIC as an academic program and to draw attention to local human services agencies and their work. CIC also operates an information table on Class Reservation Day, at which time students can learn about the CIC program and about volunteer work in general. This gives new students a chance to look into CIC on their first day of school. Staff members also post fliers on bulletin boards in every campus building at the beginning of each semester, thus making CIC activities highly visible to students of every discipline. Finally, individual students receive brochures while they wait in lines which give them general information about the program.

On an even larger scale, CIC places a 10-foot banner over the parking garage and one at the main entrance of the campus. These two banners are seen by at least two-thirds of the campus population. Their effectiveness comes from the fact that they are visible 24 hours a day and are located in areas of heavy student traffic.

CIC, along with the Career Center, sponsors a Volunteer Opportunities Fair. This fair brings representatives from over 50 Bay Area agencies onto the campus over a two-day period to meet directly with students and give those students information about the work of the agencies and the volunteer possibilities. These fairs build good rapport between agency representatives and the CIC staff, and strengthen the network of communication to the benefit of everyone.

Finally, CIC offers students hundred of listings of agencies at which they may volunteer for units or for their own personal motives. CIC acts as a clearinghouse for almost all the volunteer information available on campus. Along with the Career Center and Human Corps Task Force, CIC is in the process of becoming the volunteer information center at SFSU.

# Your Mark of Quality

Across the country high school and college youth are taking an interest in community service; they are volunteering for work in schools, non-profit organizations and public agencies. They see themselves as tutors in English, math and science, and as helpers with adult illiterates and those unfamiliar with the English language and American customs. They also offer help to the aging and the disabled, those seeking citizenship or merely wanting to utilize the services of local agencies and governments.

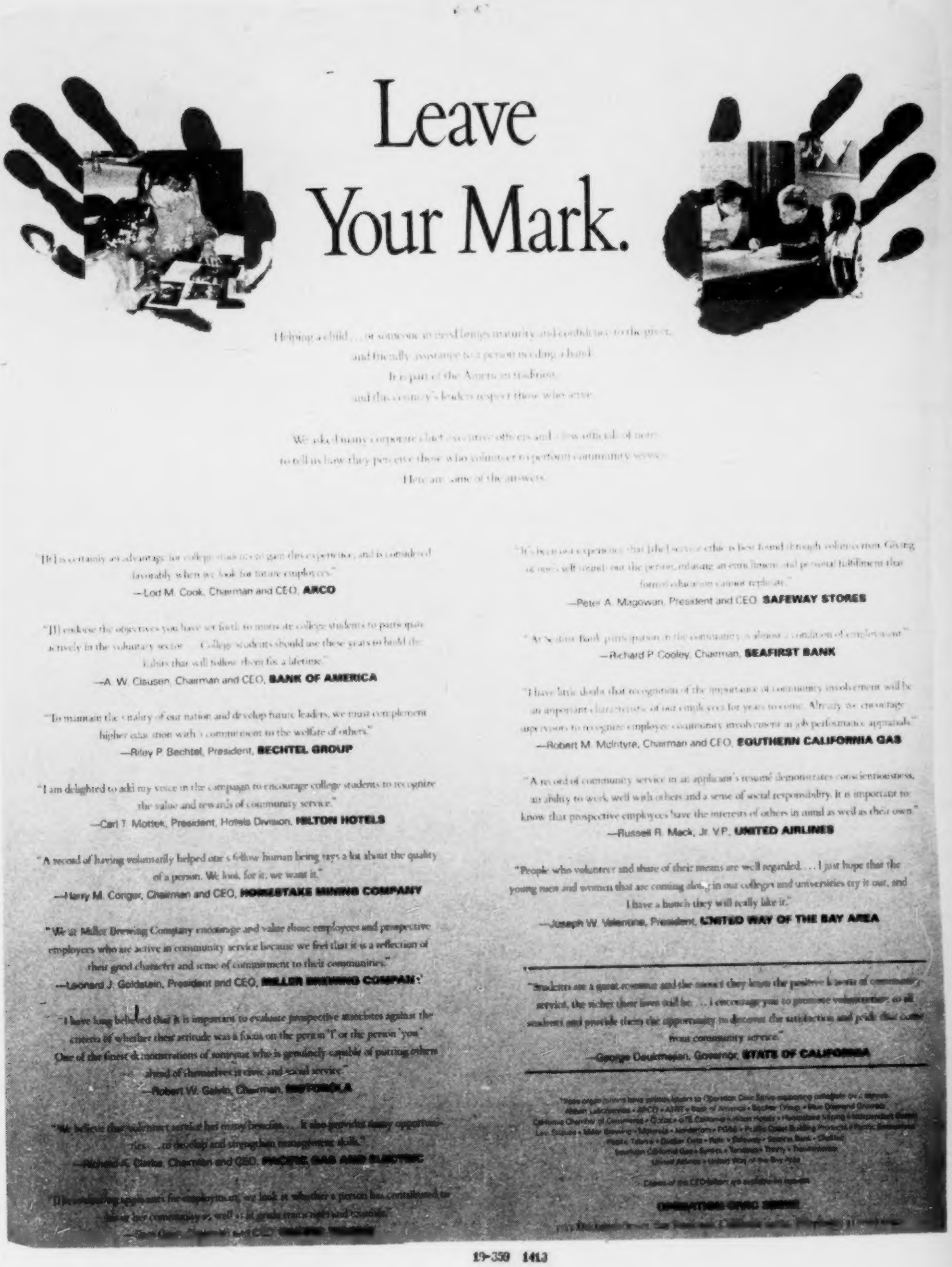
To demonstrate how important this ethic is, we have collected letters from Chief Executive Officers (CEO) of major corporations together with statements from a few leading officials. Their comments have been excerpted in this poster.

Brian O'Connell, President of Independent Sector says, "I have no doubt that these opinions are reflected in the thinking and practices of top corporate leaders throughout the country."

If young people want to establish their mark of quality, the message is clear: VOLUNTEER!

Many universities have student volunteer clearinghouses. Students can contact the clearinghouse on their campus or Operation Civic Serve for more information:

OPERATION CIVIC SERVE
3717 Buchanan Street
San Francisco, California 94123
Telephone: 415-567-0740



# Leave Your Mark.

Helping a child . . . or someone in need brings maturity and confidence to the giver,
and friendly assistance to a person needing a hand.
It is part of the American tradition,
and this country's leaders respect those who serve.

We asked many corporate chief executive officers and a few officials of note
to tell us how they perceive those who volunteer to perform community service.
Here are some of the answers.

"[It] is certainly an advantage for college students to gain this experience, and is considered favorably when we look for future employees."
—Lod M. Cook, Chairman and CEO, **ARCO**

"[I] endorse the objectives you have set forth to motivate college students to participate actively in the voluntary sector . . . College students should use these years to build the habits that will follow them for a lifetime."
—A. W. Clausen, Chairman and CEO, **BANK OF AMERICA**

"To maintain the vitality of our nation and develop future leaders, we must complement higher education with a commitment to the welfare of others."
—Riley P. Bechtel, President, **BECHTEL GROUP**

"I am delighted to add my voice to the campaign to encourage college students to recognize the value and rewards of community service."
—Carl T. Mottek, President, Hotels Division, **HILTON HOTELS**

"A record of having voluntarily helped one's fellow human being says a lot about the quality of a person. We look for it; we want it."
—Harry M. Conger, Chairman and CEO, **HOMESTAKE MINING COMPANY**

"We at Miller Brewing Company encourage and value those employees and prospective employees who are active in community service because we feel that it is a reflection of their good character and sense of commitment to their communities."
—Leonard J. Goldstein, President and CEO, **MILLER BREWING COMPANY**

"I have long believed that it is important to evaluate prospective associates against the criteria of whether their attitude was a focus on the person 'I' or the person 'you.' One of the finest demonstrations of someone who is genuinely capable of putting others ahead of themselves is civic and social service."
—Robert W. Galvin, Chairman, **MOTOROLA**

"We believe that volunteer service has many benefits. . . . It also provides many opportunities . . . to develop and strengthen management skills."
—Richard A. Clarke, Chairman and CEO, **PACIFIC GAS AND ELECTRIC**

"[I]n evaluating applicants for employment, we look at whether a person has contributed to his or her community as well as at grade transcripts and resumés."
—[illegible] and CEO, [illegible]

"It's been our experience that [the] service ethic is best found through volunteerism. Giving of one's self rounds out the person, adding an enrichment and personal fulfillment that formal education cannot replicate."
—Peter A. Magowan, President and CEO, **SAFEWAY STORES**

"At Seafirst Bank participation in the community is almost a condition of employment."
—Richard P. Cooley, Chairman, **SEAFIRST BANK**

"I have little doubt that recognition of the importance of community involvement will be an important characteristic of our employees for years to come. Already we encourage supervisors to recognize employee community involvement in job performance appraisals."
—Robert M. McIntyre, Chairman and CEO, **SOUTHERN CALIFORNIA GAS**

"A record of community service in an applicant's resumé demonstrates conscientiousness, an ability to work well with others and a sense of social responsibility. It is important to know that prospective employees have the interests of others in mind as well as their own."
—Russell R. Mack, Jr. V.P., **UNITED AIRLINES**

"People who volunteer and share of their means are well regarded. . . . I just hope that the young men and women that are coming along in our colleges and universities try it out, and I have a hunch they will really like it."
—Joseph W. Valentine, President, **UNITED WAY OF THE BAY AREA**

"Students are a great resource and the sooner they learn the positive benefits of community service, the richer their lives will be. . . . I encourage you to promote volunteerism to all students and provide them the opportunity to discover the satisfaction and pride that come from community service."
—George Deukmejian, Governor, **STATE OF CALIFORNIA**

These organizations have written letters to Operation Civic Serve supporting collegiate civic service: [illegible] • ARCO • AT&T • Bank of America • Bechtel Group • Blue Diamond Growers • California Chamber of Commerce • [illegible] • Hilton Hotels • Homestake Mining • [illegible] • Levi Strauss • Miller Brewing • Motorola • Nordstrom • PG&E • Pacific Coast Building Products • [illegible] • Quaker Oats • [illegible] • Safeway • Seafirst Bank • [illegible] • Southern California Gas • [illegible] • Thrifty • [illegible] • United Airlines • United Way of the Bay Area

Copies of the CEO letters are available on request.

**OPERATION CIVIC SERVE**

[illegible]

From: Operation Civic Serve 3717 Buchanan St. San Francisco, Ca. 94123 Tel:415-567-0740

## CEOs TALK ABOUT STUDENT COMMUNITY SERVICE ...

"My personal view is that a person's record of community service on a resume is an excellent indication of that individual's character".
-- Robert A. Schoelhorn, CEO ABBOTT LABORATORIES

"[It] is certainly an advantage for college students to gain this experience, and is considered favorably when we look for future employees."
--Lod M. Cook, Chairman and CEO ARCO

"To the degree that [college students] have inculcated in them a sense of caring to the needs of the community....our world will clearly be a better one in which to live."
-Richard R. Draper, Vice Pres. AT&T

"[I] endorse the objectives you have set forth to motivate college students to participate actively in the voluntary sector. ...College students should use these years to build the habits that will follow them for a lifetime."
--A. W. Clausen, Chairman and CEO BANK OF AMERICA

"To maintain the vitality of our nation and develop future leaders, we must complement higher education with a commitment to the welfare of others."
--Riley P. Bechtel, President BECHTEL GROUP

"We look very favorably on those employees who donate their time to volunteer for community service."
-- Roger Baccigaluppi, President and CEO BLUE DIAMOND GROWERS

"Experience in volunteer community work is one sign that a person can work well with others, an important trait for any employee, and particularly for a prospective executive."
--Kirk West, President CALIFORNIA CHAMBER OF COMMERCE

"This is to share with you my strong conviction that volunteer service adds to the development of skills and talents that can help an employee in his or her job."
--Charles R. Weaver, Chairman and CEO THE CLOROX COMPANY

"Much like colleges and universities evaluating student admission applications, we also give favorable consideration to community involvement when we hire new employees."
--J.J. Casey, V.P. & Gen. Mgr. GTE CALIFORNIA, INC.

"I am delighted to add my voice in the campaign to encourage college students to recognize the value and rewards of community service."
-- Carl T. Mottek, President, Hotels Div. HILTON HOTELS

"A record of having voluntarily helped one's fellow human being says a lot about the quality of the person. We look for it; we want it."
--Harry M. Conger, Chairman and CEO HOMESTAKE MINING COMPANY

-more on overside-

"The composite of these messages from top corporate leaders makes clear that, for hiring and promotion, corporations value the well-rounded individual, including participation in community service. I have no doubt that these opinions are reflected in the thinking and practices of top corporate leaders throughout the country."
--Brian O'Connell, President INDEPENDENT SECTOR

"An important part of our company's culture, volunteerism contributes to positive company morale." -- Robert D. Haas, President & CEO LEVI STRAUSS

"We at Miller Brewing Company encourage and value those employees and prospective employees who are active in community service because we feel that it is a reflection of their good character and sense of commitment to their communities."
-- Leonard J. Goldstein, President and CEO MILLER BREWING COMPANY

"I have long believed that it is important to evaluate prospective associates against the criteria of whether their attitude was a focus on the person "I" or the person "you". ... One of the finest demonstrations of someone who is genuinely capable of putting others ahead of themselves is civic and social service."
--Robert W. Galvin, Chairman MOTOROLA

"[W]hen we look at applicants for new jobs here at Nordstrom, those people who have good balance in their life, including community service, get top consideration."
-- Bruce A. Nordstrom, Co-Chair NORDSTROM

"Individuals who can list community service, to any degree, on their resume not only show a clear, unselfish spirit but undoubtedly feel good and confident about themselves as citizens."
--David J. Lucchetti, President PACIFIC COAST BUILDING PRODUCTS

"[W]hen potential management employees are assessed, we are interested in the applicant's history of community service. This provides us with an indication of one's dedication and commitment to his community."
-- Paul A. Miller, Chairman PACIFIC ENTERPRISES

"We believe that volunteer service has many benefits....It also provides many opportunities...to develop and strengthen management skills."
--Richard A. Clarke, Chairman and CEO PACIFIC GAS AND ELECTRIC

"[I]n evaluating applicants for employment, we look at whether a person has contributed to his or her community as well as at transcripts and resumes."
-- Sam Ginn, Chairman and CEO PACIFIC TELESIS

"We take great pride in our involvement in the community and highly regard our employees who are involved in volunteer service."
-- H. W. Todd, Chairman and CEO ROHR INDUSTRIES

"It's been our experience that [the] service ethic is best found through volunteerism. Giving of one's self rounds out the person, infusing an enrichment and personal fulfillment that formal education cannot replicate."
-- Peter A. Magowan, President and CEO SAFEWAY STORES, INC.

"At Seafirst Bank participation in the community is almost a condition of employment."
-- Richard P. Cooley, Chairman SEAFIRST BANK

"Shaklee Corporation has had a long and successful commitment to encouraging employee involvement in the community. ...The management skills and world view that our employees gain as a result is also helpful to their business careers."
--David M. Chamberlain, President & CEO SHAKLEE CORPORATION

"I have little doubt that recognition of the importance of community involvement will be an important characteristic of our employees for years to come. Already we encourage supervisors to recognize employee community involvement in job performance appraisals."
--Robert M. McIntyre, Chairman and CEO SOUTHERN CALIFORNIA GAS CO

"You may be interested in knowing that we believe so strongly in community involvement that community service is one criteria on which Syntex managers' performance is evaluated."
--Dr. Albert Bowers, Chairman and CEO SYNTEX

"Tenneco is in full agreement that college campuses have a vast potential of untapped resources to serve community needs."
--Gordon B. Bonfield, Sr. V.P. TENNECO

"To us an executive's community involvement shows an overall concern for one's neighbor as well as provides our executives with a balanced view of today's society."
-- Leonard H. Straus, Chairman THRIFTY CORPORATION

"Please be assured that we will continue to encourage our employees to get involved in community service and will recognize and applaud their efforts."
--James B. Lockhart, V.P. TRANSAMERICA

"A record of community service in an applicant's resume demonstrates conscientiousness, an ability ot work well with others and a sense of social responsibility. It is important to know that prospective employees have the interests of others in mind as well as their own."
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"People who volunteer and share of their means are well regarded. ...I just hope that the young men and women that are coming along in our colleges and universities try it out, and I have a hunch they will really like it."
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* * * * *

"Students are a great resource and the sooner they learn the positive lessons of community service, the richer their lives will be. ...I encourage you to promote volunteerism to all students and provide them the opportunity to discover the satisfaction and pride that come from community service."
--George Deukmejian, Governor STATE OF CALIFORNIA

(Note: A Quaker Oats quote is coming.) 4/6/89 R. B. Choate

# INVOLVING A COMMUNITY

IN

# STUDENT CIVIC SERVICE

## A PLAN FOR ACTION

designed by

**OPERATION CIVIC SERVE**
BLDG. #111 FORT MASON
SAN FRANCISCO, CA. 94123
415-928-7652

Publ: 2-88

## 1. INTRODUCTION:

This pamphlet represents a graphic process that can be used to approach "Typical City - USA" with the goal of enlisting more young volunteers in community service projects such as tutoring, aiding the aging, helping the disabled or improving recreational services. The example used here is for a tutoring project in which the schools play a strong leadership role. While each community is different, all the sectors or groups need your attention whatever your particular project. We urge you to make your own version of this chart and to keep it on the wall of your office as a reminder of who must become involved. If you have space, individual stickers showing the organization, chief contact, telephone number and date and person making the last contact will keep you on your toes.

## 2. BACKGROUND:

As early as 1835, in his epic work, Democracy in America, Alexis de Toqueville described the spirit of volunteerism as the cornerstone of American society. It's a vital part of our heritage and a proud tradition that evokes a positive response in most people--especially when you talk to them about getting more young people to help with social issues like education, aiding the elderly and disadvantaged, bringing a community together to make it a better place to live. By talking about these issues, listening to the ideas people offer as to what can be done about them, and developing a network of referrals, you can build a successful community youth project.

## 3. GETTING STARTED:

Before you begin talking with people in a community, be clear as to what you want to say about your project whether it consists of tutoring, feeding the hungry, restoring a recreational facility,or something else. Write a concise, one-page summary that describes it. This exercise will not only help you organize and strengthen your oral presentation; it'll also provide you with a valuable tool: you can give it to media people to help them develop articles, and you can leave it with interviewees after that crucial first interview, to recap and reinforce what you had said during the interview.

Every community has its leaders, its factions, its centers of power, and its groups that get things done. The people you want to meet fall into these categories. To find out who they are, you could begin by examining the membership rosters published by groups like the Chamber of Commerce, social and fraternal clubs, political organizations and business associations. The local university, churches, and the school system are other potential sources of information about community groups and community leaders. Visit with experienced leaders of existing volunteer efforts. Urge support for the new student effort. If there is a volunteer effort in your subject area ask if it includes large numbers of college students; ask those with experience in the field if they will help you and the college students start or expand the campus' own office or center for volunteering. Read the local newspapers, visit the public library, talk with friends and with people you meet during the course of your investigation--find out as much as possible about the movers and shakers in the community before you contact them. When you are ready to make contact use the telephone or write a short note; busy people don't appreciate unexpected drop-ins. Briefly introduce yourself and the subject, say why you want to talk to that person, and ask for a few minutes of his or her time. Whenever possible, mention the name of the person or organization who referred you; it helps open the door.

## 4. CARRYING OFF A MEETING:

Be knowledgeable, be interested in what the interviewee has to say, be polite--and be on time! Be prepared to conclude the meeting after 15 minutes. This " 15-minute rule" shows respect and appreciation for the time you are being given. Start the interview with a 2-minute introduction that sums up who you are, why you're there, and what led you to that person. If you can drop the name of a person who referred you, now's the time to do it. It will add to your credibility. Until you know the interviewee better, it is usually wise to dress conservatively. During the interview, make sure you listen to what the interviewee says. People tend to talk more if they are being listened to attentively. Also, most people are flattered when you ask them if it would be all right to jot down the important points during the conversation. Ask the interviewee if she or he can suggest anyone else whom you might contact, or you might mention other people you want to contact and ask if the interviewee could help you get in touch with them. (If you make this request, be sure you have names, addresses, and phone numbers ready to give the interviewee.) Remember to leave a copy of your one-page project summary with the interviewee. Make sure your name, organization and telephone number are on every piece of paper that you distribute; don't rely on pages staying attached or on people remembering you. It will reinforce the impression you make, and it will serve as something they can pass on to other people who might be helpful. These suggestions and referrals are the goal you want to achieve in these early meetings. After you have done your first ten interviews, keeping these suggestions in mind, you'll have a whole list of people to see and a whole host of people who referred you--and that's the beginning of collaboration.

## 5. QUESTIONS THAT LEAD TO ANSWERS:

When you are attempting to solicit someone's knowledge and perspective, knowing the right questions to ask is as important as listening. After you have given your 2-minute introduction, you could say something like this: "I know you are busy, so let me ask you: What do you think young people can do to help this community?" Hardly anyone will remain silent when asked such a question. Ask for specifics about the community itself. Ask if the interviewee can suggest someone who could set priorities for putting a youth volunteer campaign into action. Close the interview after 15 minutes (although if your interviewee obviously wants to keep talking, by all means listen!) by asking if you can come back another time to ask for more ideas when you have a better grasp of the situation. This lets people know you value their knowledge and advice, and indicates that you realize effective answers come from within a collaborating community. It also keeps the door open for strengthening and enhancing this contact.

## 6. KEEPING TRACK & RECORDING YOUR CONVERSATIONS:

The conversations you have with the people you interview during this initial phase constitute the foundation for developing more advanced forms of collaboration. It's important to record their dates and content. Keep a journal in which you write down the names, telephone numbers, addresses, and words of the people you interview. Number the pages of the notebook, and save the last two pages to make a subject index--enter the principal subjects discussed, and write down the page numbers on which these subjects are discussed. It is also useful to write frequently-called phone numbers on the inside back covers for ready reference. Number and date your notebooks in sequence and you will be able to document past conversations quickly and easily. When you meet with contacts for later talks, you can refresh your memory about what was said earlier and refer to it in the new conversation. You have valuable quotes you can use in conversation with other people who may be helpful (make sure you only repeat the positive comments!) Keeping records this way enables you to make hundreds of contacts by phone, letter or in person and yet keep the names, organizations (and sometimes the faces) straight. If properly utilized you, your notebook and your memory will be the collaboration force in this work in your community. Use them!

## 7. FOLLOWING UP & TYING IT ALL TOGETHER:

Follow up after every interview with a thank you note or call. Then find ways to keep in touch with the people you have interviewed. Send copies of any newspaper projects on your project that appear, send copies of articles that focus on the general subject of your project or send a brief note with some interesting facts you discovered during your research . Perhaps describe a "success story" relating to your project or call to thank someone for referring you to someone else, and tell them how the meeting went. The goal is to keep your network alive and growing. Your are the catalyst in the beginning; you have to make almost all the contacts until enough people become aware of your project. Letters are time consuming and expensive at times so make three minute phone calls in bunches if you are overloaded. They quite often keep people aware that you are working hard at this new venture.

When you make a copy of an article, take time to do a careful paste-up, add the name and date of the publication, and put your name and phone number on the copy. Then clip a short note that just says, "Thought you'd be interested"--and sign your name. Keep a master file of this material. You can use it as background information with media people, as follow-up material for subsequent interviews, and it's very helpful when you are applying for grants.

In maintaining this network of follow-up contacts, it helps to list names, addresses, and phone numbers on a lined pad or in a computer data file. Note the date you send follow-up articles or make follow-up phone calls. When you get responses to something you've mailed, put a star next to that name. In a short time, you will have a number of starred names--a core of people to help you build and extend collaboration throughout the community, and a few key people who will join you in starting your new endeavor.

## 8. SCOUTING THE COMMUNITY: WHOM TO CONTACT?

In every community there are people and organizations that:

1. Start things
5. Analyze things
2. Run things
6. Criticize things
3. Once ran things
7. Want to run things

OR:

8. Don't care about things.

You want to talk to people in the first seven categories . . . and steer clear of the last. Your first task is to find out who they are--from every sector and corner of the community. Seek out ethnic leaders and advocates of front-line, action programs just as eagerly as you consult the city fathers and mothers, civic leaders and political organizers. In designing your program, you will need the collaboration of them all. On the other side of this paper, you'll find the forces in a community that could easily be named "Typical City, USA," The names we've used are just examples, but the groups and sectors they represent are important when building your collaboration for student community service.

# TYPICAL CITY, USA

## EDUCATION SECTOR

### ELEMENTARY SYSTEM

SCHOOL BOARD, SCHOOL SYSTEM HEAD,
SCHOOL PRINCIPALS, SCHOOL TEACHERS,
TEACHERS UNION, PTA, PARENT VOLUNTEERS

- T.C. Teachers Assoc.
- PTA of Greater T.C.
- T.C. Retired Teachers Assoc.
- T.C. Co. Dept. of Educ.
- State Dept. of Educ.

### SECONDARY SYSTEM

SCHOOL BOARD, SCHOOL SYSTEM HEAD
SCHOOL PRINCIPALS, SCHOOL TEACHERS,
TEACHERS UNION, PTA, PARENT VOLUNTEERS

- T.C. Unif. School Volunteers
- Parents League for T.C. Schools
- State Teachers Assoc.
- Black Educators Assoc.
- T.C. Principals Assoc.
- Assoc. of Mex-Am Educators
- Young Educators Society
- Key Clubs of T. C. High Schools
- Circle K Club
- T.C. Unif. School Volunteers

### POST-SECONDARY SYSTEM

(UNIVERSITY, GRADUATE
& PROFESSIONAL SCHOOLS)
SYSTEM HEAD, CAMPUS HEAD, FACULTY CHAIR,
STUDENT BODY PRESIDENT
STUDENT AFFAIRS HEAD
STUDENT SERVICE-PROVIDER HEAD
ALUMNI

- Community Involvement Teams
- T.C. College Student Vol. Center
- T.C. College Alumni Assoc.
- Amer. Assoc.of Univ. Women
- Sororities of T.C. College
- Friends of T.C. College
- T.C. College Trustees
- Fraternities of T.C. College
- Pan Hellenic Pres. Grp.
- T.C. College Sports Boosters
- Guidance Counselors Assoc.
- Career Counselors,Inc.

## ETHNIC GROUPS

- Nat'l Ccl of Negro Women
- Jap. Am. Citizens Lge
- West T.C. Blk. Women's Lge
- Mex-Am. Pol. Assoc. (MAPA)
- Lge. of Untd.Latin Am. Cit.
- LULAC
- El Concilio de T.C.
- Latino Police Officers
- Pan-Asian Assembly
- NAACP
- Latin Amer. Youth Org.
- Lge. of Mex.Am. Women
- Black United Way

## NON-PROFIT SECTOR

### SERVICE GROUPS

- Homeless Alliance
- Sierra Club
- T.C. Senior Citizens Assoc.
- Red Cross of T.C. Region
- Salvation Army
- T.C. Youth Services Lge.
- T.C. Parks & Recr. Vols.
- Vol. Centers of T.C. Co.
- T.C. Hospital Vol. Assoc.
- Downtown YMCA of T.C.
- T.C. Neighborhood Alliance
- Frndship Ctr for Blind
- Headstart Ctr. Assoc.
- T.C. Youth & Cmty Services
- Family Serv. Ctrs. of T.C.
- Women's Shelter Ctrs.
- Big Bros./Big Sisters
- Hunger Project Alliance
- Foster Parents Assoc.
- Ctrl. YWCA of T.C.
- Boys & Girls Clubs of T.C.
- Volunteer Bur. of T.C.
- Youth Service Organization

### SUPPORT GROUPS

- Women's Lge of T.C. Arts
- Kiwanis of Downtown T.C.
- Optomists of T.C.
- Kiwanis of E. T.C.
- United Way of Grtr. T.C.
- Nat'l Assoc. of Ret.Fed. Empl.
- T.C. Suburban Women's Clubs
- Rotary of Grtr. T.C.
- T.C. Ret. Employees Assoc.
- Literacy Ccl of T.C. Co.
- T.C. Psychological Assoc.
- Junior Lge. of T.C.
- Frnds of T.C. Library
- Retired Peace Corps Club
- Retired VISTA Club
- T.C. Camp Directors
- T.C. Cmty Fndn
- City & County Govt. Officers
- High School Peer Counselors
- R.S.V.P.
- Retired Military Officers

## RELIGIOUS GROUPS

- United Methodist Women
- Catholic Dtrs. of America
- B'Nai B'rith
- Interdenom. Alliance of Ministers
- Baptist Churches of T.C.
- Church Women United
- Campus Ministries

## BUSINESS SECTOR & EMPLOYEE GROUPS

- United Farm Workers
- Black Lawyers Assoc.
- T.C. Food Wholesalers
- Concerned Bus. Assoc.
- State Hispanic Ch. of Com.
- T.C. Bankers Assoc.
- Nat'l Ass. of Blk Social Wrkrs
- Liquor Wholesalers of T.C.
- T.C. Social Workers Grp
- T.C. Co. Assoc. of Architects
- T.C. Co. Farm Bureau
- T.C. Radio & TV Club
- T.C. Press Club
- T.C. Downtown Assoc.
- T.C. Broadcasters Assoc.
- T.C. & T.C. Co. Ch. of Com.
- T.C. Computer League
- La Raza Lawyers Assoc.
- Prof. Secretaries Assoc.
- T.C. Legal Secretaries
- T.C. Probation Officers Grp.
- T.C. Bar Assoc.
- Am. Bus. Women's Assoc.
- Central State Ch. of Com.
- T.C. Insurance Agents
- Western Growers Assoc.
- Junior Ch. of Com.
- Bus. & Prof. Women of T.C.
- Toastmasters of T.C.
- T.C. Automobile Dlrs. Assoc.
- Trust Officers of T.C. Co.
- Young Presidents
- Convention Speakers

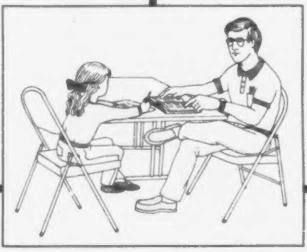
## PUBLIC SECTOR

### CITY, COUNTY, REGIONAL, STATE, & FEDERAL OFFICES

- Mental Health Ass. of T.C.
- T.C. Co. Central Demo. Comm.
- Mayor of T.C.
- T.C. Co. Sheriffs Assoc.
- T.C. Farm Bureau
- T.C. Co. Repub. Women
- T.C. Medical Assoc.
- Co. Supervisors of T.C. Co.
- T.C. Co. Judges Assoc.
- T.C. Co. Dept. of Health
- T.C. Community Council
- T.C. Co. Dept. of Parks & Rec.
- Lge. of Women Vtrs of T.C.
- Child Welfare Lge of T.C.

## PRESS

- Radio & TV Stations
- Newspapers
- Magazines
- Speakers Bureau
- Press Release Centers
- Newswire services
- Newsletters
- School Newspaper Editors
- Nat'l Press Local Offices
- Editorials - R & TV
- Public Service Announcements/ R&TV



By S.Carnochan
B. Choate 1/88

# STATEMENT OF UNITED WAY OF AMERICA TO THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE

## Youth Service

April 28, 1989

United Way of America
701 N. Fairfax
Alexandria, VA 22314
(703) 836-7100

# STATEMENT OF UNITED WAY OF AMERICA TO THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE

## Youth Service

**April 28, 1989**

> "What does it cost to share, to help? It costs nothing but your time, your talent, and your love. So you can't say 'It's too expensive' or 'I can't afford it.' Volunteering has no limits and doesn't discriminate. It accepts all who are willing."
>
> Stephanie Buckhanon
> 18-year old volunteer
> United Way of Greater Memphis

> "After years of hearing that my generation is the number one reason why the world is going to hell in a hand basket, I was finally listening to someone saying that we're not so bad after all. The people at United Way were labeling us, not as detriments to society, but as people with enough energy to begin righting some of the world's wrongs."
>
> Peter Cooper
> 18-year old participant
> United Way Young Leaders Conference

United Ways are in the caring business. Their most traditional and most visible way to help people has been by raising dollars and distributing them to human service agencies. However, United Ways form much more than a fundraising system.

United Way is the largest volunteer network in the nation. In over 2,300 communities throughout the country, volunteers raise and allocate 2.78 billion dollars and work with over 37,000 agencies to address community problems. This vigorous and broad-based network strongly supports efforts that provide young people with the structure and the opportunities to volunteer and to demonstrate their tremendous capacity to care for people and for their communities. We place the highest priority on developing our young people through volunteer service and applaud the nation's increasing interest in this important goal.

In 1987, United Way launched its second century of service by making a commitment to double its volunteer and financial resources. A key element in our Second Century Initiative is a special focus on involving young people in volunteer efforts. This is a critical goal quite simply because young people represent our future. Our commitment to achieving this goal of greater youth involvement is based on the following beliefs.

First, our values are formed early in life. It is important to impart to young people the enduring values of giving to and caring for others. Through community service, young people can learn about volunteerism, philanthropy and responsible citizenship.

Second, involvement in community service can change the course of young people's lives by offering them the chance to be needed, to be useful, and to be recognized as worthwhile, contributing members of their community.

Third, research demonstrates that youth-at-risk develop more productive lifestyles when they participate in programs that not only "counsel" or "treat" them, but also involve them actively in community service.

Fourth, young people incontrovertibly have the capacity to give. United Ways are brokers of and witnesses to how the energy, creativity and idealism of young people can be effectively channeled to meet pressing community needs.

Finally, and very importantly, our country needs young people. Our problems are large, but so is our capacity to deal with them if we begin to effectively engage young people in community service.

To reach out to young people, United Way of America launched a national initiative, called YOUNG AMERICA CARES. YOUNG AMERICA CARES was developed by a committee of volunteers which included both young people and adults. It is designed to help United Ways reach at least 1 million young people by 1992 through active youth involvement in United Way and in community service.

A full description of YOUNG AMERICA CARES appears in Attachment A. Examples of how and where young people are working with United Ways throughout the country as a result of YOUNG AMERICA CARES are included in Attachments B and C.

The volunteers who developed YOUNG AMERICA CARES gave considerable thought as to how best to stimulate productive youth involvement across the country. We'd like to share them with you as important elements in any youth volunteer program and for use in developing guiding principles for local programs.

# GUIDING PRINCIPLES FOR YOUNG AMERICA CARES

- As its broadest goal, youth involvement should nurture a spirit of generosity and community responsibility among youth volunteers. Such generosity is best demonstrated when action is truly voluntary in spirit.
- Youth volunteer activity must be neither segregated from nor dominated by adults, but proceed in full partnership with them. Young people must be actively involved in all phases of national and local program planning and decision making.
- Youth involvement must be experiential and thorough, not limited to observation or classroom study.
- The work of national organizations, local service agencies, and other groups must be carefully coordinated to avoid duplication of effort, to ensure productive communication, and to produce the best opportunities for young people's authentic involvement.
- Youth programming must aggressively reach out and involve youth of diverse racial, ethnic, and economic backgrounds. It should also insure an appropriate blend of experienced youth volunteers with those who have never previously volunteered.

We firmly believe that any national initiative in youth service should give consideration to these principles. We also suggest that an effective national youth service initiative include the following key elements. They offer a sound basis on which to build a thoughtful system for involving the youth of this country in efforts to address our problems.

-- Development of tools and resources available to assist organizations in setting up their youth service program. For example, organizations such as COOL (Campus Campus Outreach Opportunity League), Independent Sector, National Crime Prevention Council and United Way of America publish outstanding materials that are useful for program development and implementation. Many other national organizations also provide such tools as training on how to work with young people, consultation, and technical assistance.

-- Curriculum and partnerships between educational institutions and voluntary human service organizations to educate young people about community involvement, volunteerism, and philanthropy. School-based activities have the greatest potential to reach large and diverse groups of youth.

-- Promotion of volunteer opportunities available to youth. Statistics show that most people (youth and adults) do not volunteer because they have not been asked. Volunteer programs need to be more visible to the public in order to be more effective.

-- Recognition of volunteers. Statistics show that most people volunteer because its an opportunity to help someone in need, however, their volunteer experience becomes even more satisfying when the volunteer is recognized for their effort.

-- Data collection instrument to track the number of active youth volunteers or what motivates them or deters them from volunteering. The most recent national data on youth volunteerism dates back to 1985.

-- Funding to support efforts at the national and local level. Youth volunteer involvement programs are not inexpensive, United Way programs in Kansas City and Pittsburgh maintain budgets of $44,000 and $103,000 respectively. Funding is required for comprehensive and effective programs.

## ATTACHMENT A - YOUNG AMERICA CARES: A DESCRIPTION

YOUNG AMERICA CARES is a project designed to impart to young people the enduring values of caring for and giving to others. Through active involvement in United Ways and through community service, young people will learn about volunteerism, philanthropy, and responsible citizenship. As a catalyst to new program development, United Way of America is offering support to United Ways to develop model "Next Generation United Ways," which will feature programming in any or all of the following areas:

- Community Strengthening Projects
- Youth Allocation Panels
- Youth Volunteer Recruitment and Placement Programs
- Youth Information and Referral Programs
- United Way at School
- Youth Fundraising Campaigns

United Way of America will support program development to challenge grant communities and all interested United Ways through:

- Consultation
- Technical assistance
- Training

United Way of America will also:

- Develop a K-high school curriculum package on voluntarism;
- Create a radio-based media campaign to recruit young volunteers and recognize outstanding young people;
- Sponsor two Young Leaders Conferences and a youth track at United Way of America's Volunteer Leaders Conference;
- Develop an automated youth involvement and voluntarism databank;
- Sponsor a national youth-written newsletter;
- Produce two videotapes showcasing examples of young people making a difference in their communities; and,
- Create a National YOUNG AMERICA CARES advisory committee comprised of ten young people and ten adults.

## ATTACHMENT B - YOUNG AMERICA CARES AT WORK

The following examples provide a picture of how young people are bringing Young America Cares to life throughout the country.

- Toledo, OH The United Way and Junior Achievement students designed a not-for-profit agency using the Junior Achievement business model. Through the sale of buttons to classmates and fellow Junior Achievement businesses, the students raised over $700 to cover treatment expenses for chemically dependent teenagers.
- Boston, MA Teenagers researched, wrote, and distributed TEEN YELLOW PAGES, a pocket-sized information and referral booklet describing agencies where youth can receive help or give help in the Boston area. The booklet addresses specific issues identified by youth as areas of concern, e.g., suicide, eating disorders and substance abuse.
- Galesburg, IL United Way on Campus worked with fraternities, sororities, and campus service organizations at Knox College to raise funds for local agencies. Funds were allocated to a local community center and to a pre-school program to establish a lending library of educational toys.
- Jackson, MS United Way established the first-ever Youth Allocations program where young people annually review requests for funding proposals, interview agency personnel, examine community needs, and allocate funds to agencies. Recently, the youth committee members allocated $7,500 to the agencies they determined addressed the needs in the community effectively and efficiently.
- Pittsburgh, PA United Way's VYTAL (Volunteer Youth Training And Leadership) program teaches young people the history, significance, and dimensions of volunteerism and the volunteer sector. Included in this curriculum program is the opportunity for students to have practical application of volunteering through hands-on community service projects.

## ATTACHMENT C - SUMMARY OF UNITED PROGRAM ACTIVITY BY PROGRAM/LOCATION

### Youth Volunteer Recruitment and Placement

Little Rock, AK
San Diego, CA
San Francisco, CA
Denver, CO
Bradenton, FL
Atlanta, GA
Hinsdale, IL
Evansville, IN
Kokomo, IN
Louisville, KY
Lafayette, LA
Pittsfield, MA
Grand Rapids, MI
Minneapolis, MN
Jackson, MS
Kansas City, MO
St. Louis, MO
Omaha, NE
Rochester, NY
Raleigh, NC
Winston-Salem, NC
Cincinnati, OH
Newark, OH
Toledo, OH
Erie, PA
Pittsburgh, PA
Columbia, SC
Chattanooga, TN
Memphis, TN
Amarillo, TX
Fort Worth, TX
Waco, TX
Lynchburg, VA
Richmond, VA
Everett, WA
Tacoma, WA
Milwaukee, WI

### Youth Fund Raising Programs

Orange, CA
Meridian, CT
Hinsdale, IL
Kokomo, IN
Louisville, KY
New Orleans, LA
Boston, MA
Kansas City, MO
Omaha, NE
Raleigh, NC
Fargo, ND
Cincinnati, OH
Cleveland, OH
Lima, OH
Newark, OH
Allentown, PA
Exton, PA
Knoxville, TN
Memphis, TN
Corpus Christi, TX
Waco, TX

### Youth Allocations Programs

Hartford, CT
Jackson, MS
St. Joseph, MO
St. Louis, MO
Keene, NH
Winston-Salem, NC
Fargo, ND
Cleveland, OH
Pittsburgh, PA
Williamsport, PA
Memphis, TN
Huntington, WV

### Youth Information and Referral Programs

Kokomo, IN
Alexandria, LA
Boston, MA
Jackson, MS
Winston-Salem, NC
Cleveland, OH
Erie, PA
Fort Worth, TX
San Antonio, TX
Waco, TX

### Summary-based Curriculum Programs

Denver, CO
Kokomo, IN
Charlotte, NC
Winston-Salem, NC
Cincinnati, OH
Cleveland, OH
Pittsburgh, PA
Memphis, TN
Corpus Christi, TX
Waco, TX

Source: United Way of America's Youth Involvement Program Survey, 1988.

## STATEMENT OF FREDERICK S. KLINE, PRESIDENT, SOCIETY FOR EXCELLENCE IN EDUCATION FOR THE UNITED STATES SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
## MARCH 20, 1989

Mr. Chairman and members of the committee, we are pleased that the various bills involving national community service recognize the importance of encouraging volunteer action. Of all the activities considered, a concentrated effort is necessary to greatly expand tutoring services. Tutoring is an effective use of time for students of all ages. The progress to be expected from a well organized program can exceed three months for every month of effective tutoring based upon current national norms for standardized achievement tests. Students with consistent attendance can achieve basic skill levels equivalent to the current national average for reading, arithmetic and composition for twelfth grade students at the completion of the eighth grade, with the benefit of tutoring.

Tutoring can prevent students from falling behind and being placed in a special education class. The cost to taxpayers is more than doubled by placing students in special education classes needlessly.

College students, including medical and engineering students, with extensive science backgrounds, could tutor to earn income for their expenses. Their compensation could be double the minimum wage and accompany a reduction for educational grants. Adequate compensation of college students is necessary to provide a large number of capable tutors during the hours a captive audience can be reached in the public schools. After-school and weekend tutoring programs alone are not sufficient to educate our citizens at a level to keep America competitive in a world market. Retired teachers, other senior citizens and businessmen can also be invaluable resources as tutors and serve either for compensation or as volunteers.

Tutoring will also expand the eligible pool of young people to volunteer for service in the active and reserve components of the Armed Forces. Due to current low educational standards, less than 10% of the graduates of some high schools achieve a score on the Armed Forces Vocational Aptitude Battery (ASVAB) required for enlistment. In addition to tutoring, an expansion of the authorization for Junior Reserve Officers Training Corps (JROTC) units from 1600 to 3000 or more is in the national interest as many JROTC units already perform community service.

Students who participate in the high school program for three years are eligible to enlist in the Armed Forces at an advanced pay grade of E-3, on a full or part time basis. Most students and parents are unaware of JROTC benefits because their high school lacks the program or participation is not encouraged. This must be remedied because many students whose parents' income is too high for an educational grant can finance their college education by benefits available through the Armed Forces, while learning a marketable skill that can be used in civilian life.

The monthly subsistence allowance for college ROTC students should be increased from $100 to $250. This increase should accompany a further reduction available for educational grants. Physically handicapped students not eligible for the military are still able to tutor to earn funds for their college education. The newly confirmed Secretary of Defense can complement legislative proposals by authorizing military personnel to devote a few hours weekly to appropriate community service. Thank you for consideration of our statement.

5/31/89

MINNESOTA OFFICE ON VOLUNTEER SERVICES
Department of Administration

# TESTIMONY TO THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE ON NATIONAL AND COMMUNITY SERVICE LEGISLATION

Submitted By:
Laura Lee M. Geraghty, Director
Paula J. Beugen, Consultant On Volunteerism

On behalf of the Minnesota Office on Volunteer Services (MOVS), Department of Administration, we thank you for the opportunity to comment on the important and timely topic of youth community service.

MOVS provides statewide leadership and service to Minnesota's volunteer community. Since we were established in 1975, our agency has worked to advance volunteerism through advocacy, training and education. Volunteerism is a vital force, touching the lives of thousands of Minnesotans. We work to ensure that volunteerism will continue to flourish and bring its rich rewards to Minnesota's people and communities.

Today, the demands for volunteers are continuing to increase and the make up of our volunteer community must continue to become more diverse if we are to meet the challenges and opportunities which Minnesotans face. Young people involved in youth community service represent a significant population within our volunteer community.

As you know, the youth community service movement is bubbling up throughout the nation. Minnesota has demonstrated a leadership position in this movement due to the attention and support of our Governor and public officials in combination with the involvement and cooperation exhibited by leaders of a range of public and private organizations throughout Minnesota. Young people themselves have been a key factor in the escalation of this grass roots movement.

Governor Perpich has spent considerable time and energy in the last year promoting the concept of youth community service. One of the ideas that has captured his attention is the notion of peer tutoring, or mentoring, especially for at-risk students. It is an idea with multiple benefits for students, communities and schools.

This year, Governor Perpich serves as chair of the Education Commission of the States, a nationwide organization of governors, legislators, educators and policymakers designed to assist states in improving education. One of his priorities during the year has been to emphasize the importance of youth community service.

Governor Perpich has set a goal of recruiting one million new youth volunteers, with 20,000 youth volunteers from Minnesota. To attract this sizeable number of new students, the Governor believes a comprehensive state plan is needed to encourage participation from our elementary, secondary and post secondary institutions. The plan includes:

* Campus Compact, aimed at higher education institutions, this is a program designed to increase college student involvement in community service activities. Presently, there are more than 400 campuses nationwide with special progams designed to match students with identified community needs. In Minnesota, over 20 campuses are participating in Campus Compact. The Minnesota Campus Outreach Opportunity League (M-COOL), an association of college students, staff, faculty, administrators, community leaders and various higher education officials, has been instrumental in promoting campus services and establishing campus service programs throughout Minnesota.

A "green dean," usually a recent graduate of the post secondary institution is charged with brokering student services and community needs. This service provides students with the opportunity to become more actively involved in serving others in the surrounding community.

* An elementary and secondary strategy is also being implemented to introduce students to the concept of youth community service and encourage their interest in serving others. This approach assures that options are open to all students and includes the support and encouragement of the school. The Governor has encouraged and the State Board of Education has passed a State Department of Education Rule requiring school districts to offer oportunities for youth community service. As a result, many more students will participate in youth community service activities and continue to assist others throughout their lives.

We have a solid base on which to build further youth community service opportunities in Minnesota schools. In 1987, the Minnesota Legislature created the Youth Development Act designed to encourage local communities to develop comprehensive plans to respond to youth needs. To date, 214 school districts have adopted plans. Of these districts, 100 have started or intend to start youth community service programs. During this year's legislative session, school districts with youth development plans were authorized to levy additional monies specifically for youth community service at the discretion of local school boards.

* As Education Commission of the States Chair, the Governor is promoting a program called "Partners in Learning," designed to form mentoring relationships among students. Partners in Learning encourages university students to

form personal mentoring relationships with at-risk students in the impressionable 4th to 9th grade age groups.

Individualized attention for students with mentors can significantly improve academic performance and keep them interested in school. Less obvious, but equally important, is the effect of the mentoring process on the students doing the mentoring. Studies have shown that they enjoy a greater sense of competence and increased retention of knowledge.

Minnesota is unique in that we truly have a comprehensive model for youth community service which incorporates proposals for youth community service for elementary-age students through high school-age students, as well as college and non college-bound young adults. These proposals are comprehensive in that they address the needs of both students and the recipients of the services provided by our youth.

The Minnesota Office On Volunteer Services has a unique role in the youth community service movement. That role is to assist nonprofit organizations and local governmental agencies to gear up for the anticipated influx of youth volunteers which will result from the success of Minnesota's youth community service plan. Community organizations which will involve youth volunteers have special needs---particularly those organizations with little or no experience working with younger volunteers. The Minnesota Office On Volunteer Services is currently providing training and technical assistance to help these organization to:

- Learn how to effectively involve youth volunteers in their organization;
- Examine the Youth Community Service movement in Minnesota and the nation;
- Investigate the impact and implications of youth volunteers on their organization and clientele;

- Begin to define their youth community service component with strategies for success; and
- Learn how to identify and communicate mutual expectations of youth, educational institutions and their organization.

This year we have provided training in the following Minnesota communities:

- Minneapolis (In cooperation with United Way's Volunteer Center);
- St. Peter (In cooperation with the Citizens' Scholarship Foundation of America); and
- Bemidji (In cooperation with the United Way of the Bemidji area).

In addition, we have provided cooperative training with the National Youth Leadership Council, Minnesota Department of Education, and the Commonwealth Project of the H. H. Humphrey Institute at the University of Minnesota. We also have worked closely with the Department of Education's Youth Development Task Force and the Minnesota Community Education Association to assure a quality, integrated youth community service effort.

Recognition also is due to the multitude of Minnesota service-learning organizations which traditionally have worked to instill the values of volunteerism within youth as part of their youth development programs. 4-H, Campfire, Girl and Boy Scouts, YMCA and Red Cross are examples of the groups to which we refer.

With regard to our State Board of Education's rule on youth community service, the rule reflects the Board's understanding of the depth of opportunity youth community service affords. This is especially evidenced by the inclusion in the rule of definitions of youth service learning and youth service activities. As an educational opportunity, youth community service will help students to:

- manifest the ethic of voluntary service;

- better understand their responsibilities as citizens;
- experience the satisfaction of service and gain greater self-esteem;
- apply practical skills;
- gain multi-cultural and intergenerational experience;
- reflect on what they have learned as a result of their service activities;
- show a positive attitude toward learning; and
- display a better understanding of the job market.

Students will also:

- continue to volunteer once they become adults; and
- help to meet pressing community needs.

We encourage educational institutions to consider stressing the importance of learning about our national history of volunteerism when integrating youth community service into curriculum. A fine resource, entitled By The People: A History of Americans as Volunteers, authored by Susan Ellis and Katherine Noyes emphasizes the role of volunteers in American history and "stresses the massive achievements of volunteerism both past and present." (from forward of By The People). The authors feel that understanding the "ramifications of our historical data" on volunteerism is especailly important. By providing students with a base of knowledge about our history, students will feel a greater sense of pride and connection with our nation's unique values related to citizen participation and the delivery of services.

We want to highlight some key points which will greatly enhance both the quality and quantity of youth community service. These are:

- placing emphasis on curriculum development and curriculum adaptation to reflect youth community service;
- placing a value on school and college staff development which can provide the opportunity for educators to learn more about the history of voluneerism, volunteer program administration, partnership building, and service - learning;

- providing options for both curricular and co-curricular youth community service to meet the needs and interests of a wide range of students and local situations;
- preparing community agencies to effectively work with volunteers; and
- offering flexibility and a spectrum of service opportunities which are available to students through peer tutoring, cross-age experience, service to children or seniors, care for the environment, and other projects. (This flexibility will attract a broad range of students with a range of skills and interests in service. There will be something everyone can do.)

Every student deserves access to the rich experiences community service affords. At the same time, we believe students will be most reponsive to voluntary rather than required youth community service involvement. Through their voluntary participation - students will truly experience the joy of giving service of one's own free will.

We believe school districts and higher education institutions will discover the educational benefits of youth community service and that many school systems will choose to offer "course credit for service" upon this discovery. In our opinion this type of emphasis on local (organizational) decision-making will create a stronger community commitment than would a requirement to offer course credit for youth community service.

In closing, the Minnesota Office on Volunteer Services is enthusiastic about the depth of opportunities which will evolve from a thoughtful youth community service program. We appreciate the leadership role which Congress can play in building a quality environment by which young people can build within themselves a value for and understanding of volunteerism now and throughout their lifetimes.

YOUTH
SERVICE
CHARLESTON

May 31, 1989

Senator Edward M. Kennedy
Committee on Labor and Human Resources
United States Senate
Washington, DC 20510-6300

Dear Senator Kennedy:

The Committee on Labor and Human Resources is to be commended for its interest in community service, and I appreciate the opportunity to submit testimony on the subject.

Youth Service Charleston (YSC), sponsored by the Trident Community Foundation, began as a pilot program in 1987 working with high school and college students to develop and increase their commitment to community service while at the same time addressing real needs in their hometowns. YSC is an advocate for the skills and talents of students, and develops new opportunities for them to use these skills while serving others.

Recognizing that there are many ways to promote an ethic of service, Youth Service Charleston enables high school principals and college administrators to ensure that community service is an integral part of the local educational experience. We develop projects for students, offer training, placement, supervision, insurance, and special recognition for those who serve.

Youth Service Charleston enjoys bipartisan, broad-based community support. We have an active Advisory Council, currently chaired by Major General James A. Grimsley, Jr., president of The Citadel. On the Council are representatives from various educational insitutions, social service agencies, community groups, corporations, the media, and students themselves.

Youth Service Charleston students attend schools in a variety of settings. High schools are public, private, suburban, inner city, rural, and parochial. One college has an urban campus and the other is a military college. The students come from all walks of life, and are learning together about their civic responsibilities and about how much they all have to offer to meet needs in the community.

Youth Service Charleston students have been involved with both on-going placements, such as weekly visiting--and teaching an aerobics class--in a nursing home, and a continuous series of "special event" projects. During the 1988-89 academic year, Youth Service Charleston

<> Involved over 400 student volunteers

<> Placed students at over 20 different sites, including nursing homes, after-school programs in

11 Broad Street, Charleston, SC 29401 (803) 723-9705

elementary schools, tutoring and assisting in their own schools, the shelter for the homeless, Wood for for Warmth, and Special Olympics

- <> Enabled students to perform more than 4000 hours of service this school year, adding many thousands of dollars worth of volunteer services to the community
- <> Worked with Charleston County School District to explore more formal connections between service and academics
- <> Conducted the second annual Leadership Training Retreat for student members of YSC.

A significant feature of the program is its Youth Council, composed of students from all of the schools who meet on a regular basis to receive training from professionals--and each other--and to share program ideas and plan joint projects. While some of the training focuses on specific projects, much of it is geared toward enabling the students to organize and conduct their own projects in a context of understanding why this is so important to them and to the community.

Our financial supporters indicate a broad range of interests as well. Among them are ACTION, Trident Community Foundation, City of Charleston, Junior League of Charleston, Youth Service America, and interested individuals and businesses. Members of the Advisory Council have indicated their interest in the program by also furnishing financial support.

We are striving to ensure that community service is an integral part of the local educatonal experience. Volunteer activities provide opportunities for personal growth and lessons for civic responsibility that are not possible in a classroom setting. We want all students to know just how much they are needed and how much they have to offer.

Youth Service Charleston operates out of a community-based organization, the Trident Community Foundation, with a small staff and a great deal of cooperation from others. One of our missions is to involve students from all backgrounds and income levels, working together toward shared objectives. By being based in the community, rather than in a particular educational system, Youth Service Charleston has the flexibility to work with public and private institutions, high schools and colleges.

Comments from student evaluations of our annual Leadership Training Retreat attest to the success of this approach. Twenty students attended the Retreat. Five were cadets from The Citadel, two from a private school, four from suburban middle-class schools, five from an inner-city minority school, and four from a very rural minority public school. The word "openness" was used the most often in describing the weekend. Responses to the question "What did you like best about the weekend?" included the following:

> "I like the unity, the sense of one group working together to help each other physically and emotionally."
>
> "Learning that everyone can work together regardless of whether or not they knew each other."
>
> "The best part of the weekend was being in an environment that was secluded with individuals I've never had the opportunity to meet."

Each school principal designates a member of his faculty to be the contact for that school. Just as nationally, specific program design must occur on the local level, locally we see that there are many ways to involve students in service. What motivates students in one school may not work in another. The broad goal is to involve students; Youth Service Charleston's flexible structure assures that each school will receive the technical assistance that the staff in the school feels will be most successful for its students.

It is both exciting and gratifying to see that the goals and principles of Youth Service Charleston are well represented in Title I of Serve-America: The Service to America Act of 1989. While we have targeted high school and college students, ideally service should be incorporated into education from the very beginning. Youth Service Charleston exemplifies the success that this legislation can make possible across the country.

We would welcome the involvement of the State as part of this effort as well. We also support national recognition for the efforts of students, as well as creative use of JTPA funding for service corps.

I thank the Committee on Labor and Human Resources for this opportunity to inform your members of our student service effort in South Carolina. Our program indicates the success of the Committee's approach to ensuring that community service is an integral part of the learning process for all children, from the beginning of their school experience. We hope the omnibus bill regarding youth service will provide these opportunities for all students.

Respectfully submitted,

Ann Stein

Ann Stein
Director

# Bad policy, not bad kids:
# Americas failure to develop a successful youth service policy

**Written testimony by Wayne Meisel**
**Founder of COOL**
**June 1, 1989**

Several months ago I testified in front of the House Committee on Labor and Education. I was on the last of the three panels with several other young people who were asked to testify. I was told to be there at 9:00 am and that our panel might start around ten thirty. I was excited. The chamber was full with both Congressmen and interested individuals. The college presidents went first and then the professional organizations second.

By the time the first two groups were through it was past noon and the only people that were left were a few tired Congressman, parents and friends of the third panel and of course us.

I understand that is the way testimony often goes on the Hill. I must admit that my passion to become a congressman faded as I realized I could not sit still that long (well past the five minute limit that the staff had imposed on all of us). But the wait was not what bothered me. What disappointed me was that here we were to discuss a national youth service bill and by the time we got to young people every one had gone home or wanted to go home.

The testimony by the third panel was articulate and passionate. The students expressed themselves with an authority like no other panel could on the issue of service in higher education. The speeches that the college and university presidents gave were impressive, well crafted and long. There support is essential. But so to is the voice of students and recent college graduates who are most effected by this legislation and who can give policy makers the best sense of what will work, what wont and some new ideas on things to try.

I was sad that day. I was sad not because my mother would not see me on C-SPAN that night but because America, again, had failed to hear the voice and witness the leadership of the student movement. Until the policy makers in Washington and in higher education do that we will not have a positive, effective and lasting commitment on the part of students and institutions regarding communityservice.

## National Service: A personal struggle

I am a part of a national organization known as the Campus Outreach Opportunity League, a national non-profit organization that works to promote and support student and campus involvement in community service. COOL is a youth run, youth lead organization that provides a platform for students and recent college graduates to challenge their peers to serve and the rest of the country to support this new student movement based on community service.

Six years ago I came to Washington, D.C. after completing my college education in search of a way to promote and support national youth service. I arrived with the idealism, energy and the impatience of youth. I was pointed in the direction of the discussion and work being done on national service and was encouraged to work on the federal legislation that several politicians were advocating; so I did. Six months later I left, discouraged and all but defeated, realizing that national service would not only not happen at the federal level, but that there was no clear vision or feasible plan to tap and channel the energies and talents of young people to serve their nation.

With little direction and few resources, I followed the tradition set by heros of mine and embarked on a 1,500 mile walk from Maine To Washington, D.C. and visited 65 college campuses along the way. With a homemade pamphlet in hand I meet with students, administrators, faculty members and community leaders in an attempt to challenge the negative stereotypes that people had about youth and that youth had about themselves. From that experience COOL was created and is working on hundreds of local campuses presenting the challenge and developing a strong community service presence on each of the campuses. COOL has worked incessantly to build and nurture and lead a student movement based on community involvement.

While working with COOL I learned something about movements. I learned that movements are not born in Washington, D.C. or at national conventions, for by the time they get there it has already happened. Movements are created by and dependent upon what is happening in hundreds of communities across the country. They than often look to Washington for support and leadership.

Today, I am both excited and apprehensive. I am excited because the people, the young people of this nation have brought this movement back to Washington, D.C. The concept of student and youth service is on the forefront of the political agendas and a key issue of discussion and interest for educators at all levels. I am apprehensive, however, because we are at a cross roads and I only hope that we are able to rise to the occasion. Much of what has come down from Washington concerning the idea of youth service has been limited and has failed to comprehend the problems and develop creative and effective policies and programs.

## Understanding todays students: From "apathy" to idealism

It is imperative that we make every effort to understand what is going on with the young people today. College students are stereotyped as lazy, apathetic and uninterested in community issues and the problems and pains of those in need. However, if we take a closer look we can begin to understand that it is not an issue of apathy. Instead, if we look at the the economic, social, political, academic and global pressures facing students today, their behavior is in many ways understandable. "Idealism is the nature of youth." Let me say that again because it is something that we do not hear very often. "Idealism is the nature of youth."

Students often suffer from what has been termed "anxious paralysis." They are interested in issues such as hunger, homelessness, literacy, education and child care, but because they do not know what to do or how to get involved they become overwhelmed and do not get involved. This has incorrectly been labeled as apathy. I am often asked what the major problem facing young people today is. My response is always the same: Young people often lack confidence, they lack the confidence that they are able make a difference or that the world is ready to hear their ideas

When students are challenged and supported they can not only accomplish a great deal but they can provide inspiration and leadership for young and old alike. Last month I was asked to testify in front of the House Committee on Labor and Education on the issue of national service. Two of my personal heros were sitting at the table testifying with me. Ms. Genevieve Lynch is the founder and the current director of the Volunteer Action Council at the University of Richmond in Virginia. Under her leadership and through her example, hundreds of students have become involved in the local community on a regular basis. Equally important is the aura of service that pervades the entire campus community that she and her colleagues have been able to create. As if this was not enough this group of students along with others from throughout Virginia have made a commitment to work with other schools to establish a state wide initiative which will spread the "U of R" miracle to schools throughout the commonwealth.

Ms. Marteen Taylor has been the chair-person of Yale's Dwight Hall, one of the oldest and most effective community service organizations in the country. I had the pleasure of working with Ms. Taylor on a national "teach in" on homelessness in connection with the Coalition for the Homeless. Over sixty schools participated and as a result of this effort dozens of schools created ongoing initiatives to both provide resources and service to the homeless and to educate fellow students on the issue of homelessness.

Robert Kennedy said that "youth is the clearest measure of our performance." This suggests to me that rather then blame the students, we must realize that we have failed to develop and implement a successful youth service policy.

In our efforts to understand todays youth we must believe in them, we must realize their desire and need to serve and we must support them in their efforts and in their leadership. Only when we understand this can we move forward in developing effective policy.

**PolicyRecommendations**

This country is in desperate need of an effective youth service program. Young people are ready to serve their countries by working to meet immediate social needs. The idea of young people being involved is not a "nice" idea it is an essential one. If we look at many of the major problems facing our country today in literacy, education, child care and senior care, to name a few, all solutions are labor intensive and in part dependent on cheap human resource, creativity and energy. These are resources that young people have in abundance.

Young people need to be challenged and supported in their desire to serve. In creating an effective policy that will successfully do this, we must:

1) Develop a comprehensive understanding of youth service at all levels. There are four areas of youth service that are independent but which must be connected with each other. They are 1) school based programs, 2) college and university, 3) conservation and city corps and 4) full time service opportunities like VISTA. I will explain this later on.

2) Support the development of local programs at the grass roots level. This can be accomplished through grants to local programs. These programs must be carefully monitored and initial local support and ongoing funding must be committed from local schools and other organizations.

3) Provide training and technical support for local and state leaders at the student, academic, administrative and community levels. The youth service movement is in its infancy and people are in great need of training. While building a community service program may appear simple, developing an effective service program takes skill, expertise and sophistication. One of the problems facing the youth service industry is that existing methods or strategies are not current and therefore unable to tap student energy or capture their imagination.

4) Ensure youth ownership. Written into any law or guidelines must be a mandate to establish and maintain youth ownership and leadership. You cannot have a youth movement without youth leadership. Therefore, youth involvement is essential in order to give the program authority with other students and credibility with teachers, community leaders and the rest of the population. Every organization receiving federal money for youth service in any capacity, be it local or national, must

have a strong representation of youth on its board or on a policy committee that is monitoring the youth service program. We should consider creating a national youth task force that might guide and provide leadership for the national youth service initiative.

5) Establish quality controls. We must demand excellence and have high expectations. Student involvement of 50 to 75 percent is what we can and should expect when a program is implemented and sustained in an effective yet modest fashion. We must also hold people accountable. Too often I have seen schools support service initiatives when federal or foundation money is available only to reduce the funding when that money has stopped. Too often I have witnessed well meaning efforts by schools having the best of intentions and giving the matter their full attention fail because they are not willing to make the necessary commitment to have a successful community service initiative.

**Higher education and National Service**

Most of my time over the past ten years has been spent at colleges and universities across the country trying to challenge my peers and institutions of higher learning to get involved. This s past year a survey was conducted at the University of Minnesota. Through that survey we found out that the primary reason people did not get involved in service activities was because they are not asked, they do not know about the problems, they are unaware of how they can help and there are to many other pressures that keep them from acting on their idealistic nature. There was virtually no discussion of apathy except when it was used to describe students perceptions of their peers.

In response, two things must happen. The schools must first develop programs that not only educate students about how they can be involved but will also provide opportunities for them to get involved and provide the necessary support (training, transportation, materials etc.) so that they can effectivelyserve.

The second point is related to the issue of opportunity. We must create a number of "windows of opportunity" for students to get involved. For many years we have had a very narrow definition of service. For many, the act of serving is only met when someone does something for no financial compensation. This narrow definition has not only excluded a number of service efforts that are connected to some kind of financial or academic recognition ( for example work study and internships) but it has also excluded a large number of low income students which includes a high number of minority and non-traditional students. Therefore, with this definition "service" is often perceived as a lily white effort for only students who have the money and the inclination to serve.

A careful look, however, shows that it is our definition and interpretation which is the problem. If we broaden the definition of service to include opportunities where students receive tuition support, work study or some kind of academic credit for their work in the community, service takes on a whole new life, color, energy and scope. With this broader definition we must also create a number of "windows of opportunity", different ways which students can get involved that are sensitive and understanding to their personal, academic and economic needs.

**Policy for Higher Education and National Service**

The following is a description of the policy and program that the federal legislation must consider and develop. It includes:

*Public Service Centers*

Higher education is about demanding excellence. We demand excellence in the English department, the biology department and on the football field. Yet when it comes to service activities institutions of higher learning while verbally supporting it do not have comprehensive service centers. with this in mind the federal government must support through project grants the development of strong comprehensive, broad based community service programs. The bare essentials of such an operation are qualified full time staff, student leadership and ownership and enough staff support and resources to effectively present a challenge to all students and create a strong presence on campus. Only institutions which make a commitment to fund these programs beyond the initial money at the same level or higher should be eligible.

*Classroom and service*

Through grants and other means of support, faculty and administration should be encouraged and rewarded for efforts that tie service into the classroom. How service and learning connect and weather or not students receive partial or full credit for their service can only be determined by the institution and the individual faculty members. We must respect this. This does not, however preclude us from challenging and supporting schools and faculty who are willing to develop and implement service. By connecting service to the classroom it not only adds to the educational and personal growth of the student but it provides another opportunity for students to serve.

*work study*

When work study was first established, a portion of it was designated for work in the community. While some schools still allow this to happen on a limited basis, in most cases students are not aware that work study can be applied to doing community work. Many schools do not allow work study money to be allocated for community work and few that do effectively present it to the student body as an option.

There are people who suggest that if a student gets paid they are not doing service. While there are times when receiving payment for service work may not be appropriate ( i happen to think this is the case when someone is acting as a big brother or big sister), there are many times when it is acceptable and desirable. Work study is considered part of ones financial aid package. A need has been demonstrated a very objective way. We have a choice wither this person works in the school cafeterias or the library or they can work at the Boys and Girl's Club, YMCA, the Department for Human service to name a few.

The federal government should stop being in the business of subsidizing the school cafeterias, athletic departments (my work study job was an intramural referee for softball and basketball games) and instead support students to do community service.

With this in mind I would

*increase work study money so that more students can qualify for work study

*make money available to supplement the percentage that the certain non-profit agency have to pay from thirty percent to ten percent of the salary

* earmark all increased money for work study for community service activities and over the course of the next few years have all work study money be targeted for student work in the community.

In order to do this schools will have to develop the administrative capacity to handle this increase and shift in programing. Therefore work study offices will need to work closely with the public service centers which either currently exist or that will be created.

Work study is a program which is already in existence with a creative and comprehensive plan may have as much or more impact on increasing student involvement in community service, especially among low income students.

### *technical assistance and training*

The federal government should support the creation of a national center to help promote and support the development of community service initiatives at both the local and national level.

provide technical assistance, including on site consulting to help establish and build local programs and strong, integrated public service centers

organize workshops and training sessions for students, faculty, administrators and community leaders who will in turn go back and act as the leadership and practitioners on local campuses

develop resource material as well as collect and disseminate information on model programs and trends

act as a research and development center for new ideas and give a platform for students, administrators and faculty who can provide leadership, inspiration and creativity to the student service movement

### *tuition vouchers and loan reduction*

Some of the legislation being proposed in congress supports the idea of tuition vouchers but at the expense of other educational support such as the Pell grants and student loans. These vouchers and reductions should be developed but should exist in addition to current educational support offered to individuals from the federal government. Some schools already offer such reduction, usually in the form of an scholarship or fellowship in recognition as opposed to payment for their service activities.

A more systematic and objective system should be looked into and in conjunction with state systems and private institutions such a tuition voucher program should be explored.

### *service initiatives through minority affairs and cultural programs*

Much of the most effective and inspiring service work on colleges across the country is coming from ethnic and cultural centers. However, because they do not fall into the traditional interpretation of service or definition of volunteering they are often unrecognized and under supported. All campus wide service initiatives must work in conjunction with these groups and support for any community service initiative must include these groups both in the planning process and the distribution of resources.

### *VISTA*

An important piece of any national service discussion is the cornerstone that many forget about, full time service, usually after graduating from an institution of higher learning. There must be opportunities for individuals to get involved on a full time basis especially after they have been encouraged and supported to serve while at school.

While there are a number of programs that offer recent graduates work in the non-profit sector, there are few and far between and often difficult to identify and get in. The one that the Federal government must concern itself with is VISTA. Once an opportunity for students to do community work for a year or two, VISTA has become a shadow of what it once was. As part of our national service strategy we must increase by tenfold the number of VISTA opportunities ten fold, bring the stipend up to a poverty substance level and develop a national recruiting system for VISTA on college campuses.

**National Service: A confused and failed policy**

America is familiar with the concept of National Service. The concept has been on the American agenda ever since William James introduced it in 1910. In the abstract, national service has enjoyed broad support. Like apple pie, everyone thinks its a good idea to get young people involved and to foster a sense of citizenship and community leadership among them. Yet this abstract support quickly dissipates as the constituency becomes divided over such issues as: should it be mandatory or volunteer, should it be tied to the military or independent of it, is it service or is it job training? Currently we see the issue again being divided on the issue of service and how it ties into aid for education. As a result, we never get very far in our discussions and certainly not in our development and implementation a youth service policy.

As a result, national service is a confused and failed policy in this country. We have been unable to design or articulate a policy, thus, we have failed to gain support of the public and the policy makers. This failure has meant that this country has not had a national youth service program. Then, rather than challenging ourselves to develop a program, we blame young people for not getting involved.

**Understanding National Service**

One of the primary reasons for our failure to develop an effective and successful national service policy has been our inability to grasp or understand what national service is.

National service is first a spirit, a challenge. Once we understand that we can proceed by developing programmatic responses. National Service is a call to service. The last person at a national level to successfully invoke this challenge was President John Kennedy. The President challenged young people, he believed in young people. He believed in the need for youth involvement and he made young people feel needed. Having done so, President Kennedy went on to establish programs that would enable these young people to get involved.

Today we need to develop a comprehensive youth service program not run by the federal government but supported and championed by it.

**National Service: A Four part plan**

When I talk of a comprehensive youth service program I am describing four major pieces or cornerstones that together make up national service. One of our reasons for failing to come up with a clear program or understanding of national service is that we have often tried to describe or implement a national service program with one or two of these parts. It has resulted in frustration and program and policy failure. The four major areas for youth service are:

*1. School Based*: at both the high school and junior high level students get involved through community service extra circular activities and class work

*2. College and University*: students can get involved through a number of avenues including volunteering through a campus based volunteer center, class work, work study, internships, career placement centers and in association with such groups as fraternities, sororities, student government and religious organizations.

*3. Conservation and City Corps*-offer a full time service experience in a group setting in both rural and urban settings. Often times these programs have an educational component to them and frequently are related to job training.

*4. Individual Programs*-offer young people an opportunity to serve in low income communities on poverty issues full time for at least one year. VISTA is the obvious governmental program connected to this area while other programs which offer the same type of opportunities are run by religious organizations.

To be successful in implementing a national service program we must challenge all young people to get involved and create opportunities which enable all kinds of young people to serve. Each area needs to be seen as part of the whole program, and while they can be independent, they must be connected. Again where we often get into trouble is when we look at national service from only one angle.

This results in a limited outlook, unclear policy and program failure. An example is the New York City Volunteer Corps. Although highly toted and national acclaimed the program had structural difficulties. It was designed to be a model national service program at a local level. The policy failure was that it was conveyed that the only way a young person could be part of the national service model was to be enrolled in it full time.

A more successful way to approach this would have been to have the high schools, junior highs, colleges and universities and individual placements somehow all connected, though not run by the City Volunteer Corps. If they had done this the City Volunteer Corps would have thousands, if not hundreds of thousands of young people identified with it. This in turn would address some of the major problems the program faces including high coasts per individual, an inability to get a solid racial mix and to attract students of any color who are academically on track.

Again, the assumption that was made here was incorrect. The creators of the program concluded that the academically motivated student was not interested in serving, thus reaffirming the negative stereotype that they did not want to serve. In reality, many of these students want to serve and indeed some do, only they do not want to leave school in order to do so. Often times it is not a decision made by the students. Parental, peer and school pressures often discourage students from leaving school regardless of how noble and positive the reason may seem.

**Challenge and Support young people:**

The litmus test for any policy on youth service is that it challenge and support young people to get involved and support them when they become involved. Further more, any policy must be founded on a belief in young people and a commitment to them.

The problem with many of the bills before congress on youth service is that they do neither. Such is the case with the Nunn-McCurdy Bill.

It does not challenge; it does not inspire young people. Instead it is viewed by students as something that is negative and coercive. The tone that the bill and its authors convey is that currently students are getting a free ride and a hand out, and that this is somehow discouraging civic participation on their part. This is not true. Students are not involved because of the pressures they face and because they have yet to be challenged and supported.

Though the bill claims to champion a national youth service program, it in fact, undermines it. It does not support youth service. It does not create opportunities. Instead it is trading education support for service. With the cuts in education, yet another burden is placed on the student. To use the late Senator Sam Irwins phrase, "It is a good name for a bad bill."

What is disheartening, and perhaps most revealing, is that it does not appear that the authors of the bill consulted with students when they were planning it. I have yet to meet a student who supported the bill and most are vehemently against and offended by it. It feels like a group of "grown ups" sat in a room and decided they knew what was best for the kids and what the children needed. To create effective policy one must listen, investigate and work together. That is true when we make policy for single parents on federal assistance, it is true when you are trying to create a national youth serviceprogram.

If you want to support youth service, enact legislation that will support it. I am for any effort which will create opportunities for youth to serve. If you want to reduce aid to education, do not in any way tie it to national service or try to trade education support for support to service. That is precisely what the Nunn-McCurdy Bill does, and that is why I do not want anything to do with it.

For all of these reasons, and because of the seemingly negative image of youth service, many people have developed (especially students) a distorted view of volunteerism in general. I view the Nunn-McCurdy Bill as the single most damaging act in the past five years. It undermines my work, and more importantly, the work of COOL and the youth service movement.

But the federal government as well as national public figures must be involved in supporting national youth service. the most inspiring and well thought out legislation that i have seen come out of Washington on this issue is the Kennedy-Owen Bill. It is broad enough to allow for creativity and supports the criteria I have suggested, that it challenge and support young people. Many of the suggestions put forth in this testimony could and will happen if this legislation or something similar is passed.

**Conclusion**

In conclusion, let me reiterate that:

We need a broad delineation and clear understanding of youth service.

We need to create real opportunities for youth to serve.

We need to create a clear, broad, sweeping policy.

We need to get youth involved in helping to meet the needs of our nation.

We need to prepare America for the future.

We need to support youth leadership for today.

We need a federal government that is involved and supportive of youth service.

And finally, we need to show America and the rest of the world that the American dream, the American challenge, the American hope is still alive.

My only fear is that if we fail to create effective policies and implement meaningful programs, we will blame young people.

Just remember, if it doesn't work its because of bad policy, not bad kids.

ISIAH TURNER
Commissioner

STATE OF WASHINGTON
EMPLOYMENT SECURITY DEPARTMENT
*Olympia, Washington 98504*

June 7, 1989

Honorable Edward M. Kennedy
United States Senate
Committee on Labor and
Human Resources
Washington, D.C. 20510-6300

Dear Senator Kennedy:

Thank you for your May 22, 1989, request to submit written testimony to the Committee on Labor and Human Resources regarding national and community service legislation. I deeply appreciate your interest and leadership in this area.

The Washington Service Corps (WSC) began in 1983 and continues to be the only statewide program oriented to providing full-time community service experiences to young adults 18-25. To date, over 2,000 enrollees have provided in excess of 1,000,000 hours of service to a variety of community-based organizations and government entities throughout the state.

Slightly more than one-third of our projects are sponsored by units of local government. Cognizant of the job displacement issue we have developed operating policies and procedures so program enrollees are not utilized in a way to reduce hours, benefits, or otherwise impact the jobs of public employees. Projects are developed to address unmet needs rather than the performance of ongoing staffing functions. That is a key factor which has enabled the program to avoid any perception that Service Corps enrollees have an adverse affect on the jobs that should be performed by county or municipal workers.

Members of the Service Corps are paid a stipend of $525 per month. Our average cost per enrollee is about $3,500. In excess of 70 percent of the budget is devoted to enrollee salaries, benefits and educational support, 15 percent is allocated to project development, enrollee orientations, follow-up and recruitment, while less than 15 percent is utilized for program administration. This full-time experience is somewhat more costly than other service models that pay no wage or stipend. However, I believe that for many young adults a full-time commitment to service is exactly what they desire and may very well need.

Many WSC participants who are high school dropouts are working on obtaining their GED certificate. A full-time experience vividly provides an example of the importance of continued education. They begin to discover a balance if not a relationship between work and education, some for the first time. Working on a needed project, acquiring a GED, and realizing they are making a difference are critical factors in a building positive self-image.

This utilization of the talents and abilities of previously unemployed young adults has been recognized by others throughout the country. In 1986, the WSC was honored by the Kennedy School of Government at Harvard and the Ford Foundation as one of America's 25 most innovative programs in state and local government. In addition, our program was reauthorized in 1987 by a unanimous vote in both houses of the state legislature.

Based on the experiences of the Washington Service Corps and those gleaned from earlier efforts within the state and around the country several key elements should be contained in any federal comprehensive measure. In addition to providing financial support to a variety of service models to include full-time service the following should be considered:

- Establishment of a broad based advisory panel, including youth, in each state to develop a state plan for citizen service. The panel would approve of requests for funding. This panel would facilitate the development of linkages and cooperative funding strategies for all (school based, full-time, etc.) elements of service in a state seeking federal funding support;
- Require those organizations who will utilize the participants supported by federal funds to provide some type of matching support (cash or in-kind) for the overall project;
- Develop financial incentives that would encourage the recruitment of program participants who might be viewed as at-risk and/or traditional utilizers of service rather than providers of service; and
- Require grantees and states that receive funds to develop a continuum of community service options that link school age, college, full-time and part-time service opportunities regardless of the age of the individual program participants.

We hope the full committee can take action on all the youth service bills as soon as possible. I look forward to working on these and related issues with you and your staff.

Honorable Edward M. Kennedy
June 7, 1989

Page Three

Please contact me at (206) 438-4072 if I can be of further assistance.

Sincerely,

William C Basl

William C. Basl, Director
Washington Service Corps

WCB:vc/0601W

cc: Senator Brock Adams

# STATEMENT OF THE YMCA OF THE USA ON FEDERAL EFFORTS TO SUPPORT COMMUNITY SERVICE PROGRAMS

## SUBMITTED TO THE SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
## JUNE 9, 1989

The YMCA applauds the leadership of Senator Kennedy and other members of Congress, and of President Bush in calling for a federal initiative to encourage increased participation in community service programs. The YMCA believes that strengthening the commitment to service and volunteerism is a critical element in addressing many of the problems facing America today, and strongly urges the enactment of bipartisan community service legislation in this session of Congress.

## YMCA Involvement in Youth Service Programs

The YMCA is one of the largest community service organizations in America. In 1988, the nearly 1000 independent local YMCAs operated over 2300 YMCA facilities and served over 13 million Americans. These participants included over 6.6 million young people under the age of eighteen years of age, and an additional 2.4 million 18-29 year olds.

The YMCA mission is to build healthy body, mind and spirit of the individuals and families we serve. The YMCA puts Christian principles into practice through programs that promote good health, strong families, youth leadership, community development, and international understanding. The Ys believe that people are responsible for their own lives and actions, and that they should join together in positive association to serve the needs of all. These principles are expressed in all YMCA programs -- programs that involve people of all ages, from infants to senior citizens.

A strong commitment to volunteerism and community service is central to the goals and philosophy of the YMCA. The YMCA Constitution states these goals in the following terms: "to help participants grow as responsible members of their families and citizens of their communities, and to develop their capacities for leadership and use them responsibly in their own groups and in community life."

The YMCA history is rich with experiences of incorporating volunteers in efforts to respond to the needs of the communities in which they are based. Local YMCAs have always put a high priority on recruiting and training volunteers, a commitment reflected in the fact that last year, more than 350,000 Americans chose the YMCA as a vehicle through which to serve their communities.

Consistent with this overall commitment to service, YMCA youth programs have always placed heavy emphasis on developing leadership skills and encouraging a commitment to service. For decades YMCAs have been pioneers in developing community-based youth service programs, and YMCAs have worked closely with state legislatures in California and Minnesota to develop youth service legislation at the state level. In some cities, YMCAs have joined forces with other service oriented organizations, such as the National Youth Leadership Council, to form more far reaching youth service projects. YMCA experience suggests that the success of youth service organizations is largely due to three factors:

1. YMCA Youth Service programs are **Developmental Programs** that take into consideration the age and social development of the youth. Youth programs are well staffed, with trained personnel, and are highly supervised.

2. YMCA programs contain **Reflection Components** which enable youth to critically assess their own personal growth as well as their experience, providing an enriching educational opportunity.

3. YMCA programs are based on a **Community Partnership** that ensures that YMCAs establish a partnership with the community. Community service projects effectively address actual needs of the community served.

In addition to the over 2000 community-based YMCAs, there are 28 campus YMCAs serving students at 31 universities in the United States. Campus YMCAs not only provide students with a place to socialize and make friends, but also sponsor many community service programs. Students involved with campus YMCAs organize and run their own programs, such as working with children, literacy education, and sponsoring cross-cultural activities for the university student population. Student Ys also provide educational internships and mentorship programs that facilitate interaction between students and the business sector.

## Examples of YMCA Youth Service Programs

YMCAs operate a great variety of youth service programs, reflecting the diversity of the communities in which YMCAs operate. Brief descriptions of some representative examples follow:

### PROJECT MOTIVATION

Twenty five years ago, Project Motivation began to pair up University of Minnesota students with Minneapolis school children. Today, over a hundred and fifty volunteers are paired with 7-12 year old children who need extra support and encouragement in their lives. Volunteers spend three-to-five hours per week with their little buddies. Activities may include visiting a museum or library, going fishing, tutoring, or sports.

The students' commitment goes beyond spending time with their buddy. An initial orientation retreat is held to prepare the student for the experience. Bi-weekly meetings are scheduled to give volunteers a chance to share experiences and learn about children's issues. Also, group activities for all volunteers and children are planned each month.

Writing about her experience with Project Motivation, one student said: "I am seeing the inner joys and holistic rewards of giving to other people."

Contact: University of Minnesota YMCA, 1901 University Avenue, S.E. Minneapolis, MN 55414, (612) 625-3800.

## YMCA YOUTH SERVICE CENTER

The YMCA Youth Service Center in Portland, Oregon provides comprehensive services to young people who have come in contact with the law. The program is funded in part through YMCA donations and a contract with the county. This year, over 800 families will be provided services. The program serves very low income youth, many of whom come from families with multigenerational criminal histories. The program emphasizes community service as a means of helping youth learn the importance of "giving back" to their community. The youth are involved in various projects serving the homeless, the elderly and other low income families.

The Youth Center also involves young adults in a big brother/big sister type program called "Kinship". Over forty volunteers are teamed up with Youth Service center youngsters for fun and companionship. Volunteers are recruited from the local universities and community colleges.

Contact: Judith Greene, Director, YMCA Youth Service Center, SE YMCA, 6036 SE Foster Rd., Portland, OR 97206 (503) 294-3322.

## Y TUTORS

"There's a lot more to reading than meets the eye!" This is the slogan for a Y literacy education program at the Washington University in St. Louis, Missouri. The program began last spring and involves forty-six students and community volunteers who commit 2-3 hours per week tutoring adults, youth or refugees. The YMCA conducts weekly seminars for the volunteers on topics such as: developing tutoring skills, causes and consequences of illiteracy, working with people of different cultures, etc...

Contact: Helen Davis, Washington University Branch YMCA, Box 1076, St. Louis, MO 63130, (314) 889-5010.

## YOUTH MENTORSHIP PROGRAM

In Harlem, the YMCA is concerned about providing Black youth with positive role models. In response to that concern, the Y has developed a mentorship program which connects youth with members of the business community. Through this mentoring relationship, youth are able to discuss career oriented goals and aspirations. The mentor provides the support necessary to help them reach their dreams.

There are currently sixty-five Black youth and mentors involved in the program. The response by the business community has been better than expected, and the YMCA is continuing its efforts to match youth with anxious mentors.

Contact: Jewel Trowers, Harlem Branch YMCA, 180 W. 135th St., New York, NY 10030, (212) 281-4100.

## YMCA Guidelines for a Federal Youth Service Initiative

In view of these program objectives, and in consideration of the YMCA's commitment to community service and volunteerism, it is clear that a national community service initiative is consistent with the Y's history and mission. YMCAs support a community service initiative which creates a service ethic among Americans and challenges all to respond -- individually and collectively -- to social and environmental needs of our communities. **The YMCA believes that a national community service initiative should reflect the following principles**:

* **Multigenerational.** People of all ages should be encouraged to participate in a volunteer activity. In order to respond to the varied needs of people of all ages -- from prekindergarten to senior citizens -- a community service initiative will need to involve different program designs and models.

* **Economic and Cultural Diversity.** Service programs should encourage participation of people from different economical and ethnical backgrounds. Volunteers should have the opportunity to learn and work with people from all cultures and different life experiences.

* **Voluntary Participation.** Community Service should be encouraged as an individual responsibility, and individuals who choose not to participate should not be penalized.

* **Training and Supervision.** All community service programs should recognize the need for supervision and training, both for the participating organizations and the volunteers.

- **Community-based.** Service activities should be localized to the community or neighborhood level. All programs should be developed by the community in response to needs identified by the community. This approach will mean both that the volunteer experience is meaningful and it produces results that are more easily measured at a local level.

- **Involve Existing Programs.** There are already many different programs available serving people of all ages. New delivery systems should not be created until the existing programs are given an opportunity to respond to the challenge of a national initiative. Service is a natural extension of youth and senior community-based programs. Where local organizations do not exist, efforts should be made to replicate successful models from other communities.

- **Project Jobs.** A community service initiative should not be viewed as a means of developing a low-cost labor force. Instead, service should be viewed as a way of improving our communities.

- **Private/Public Partnership.** The private sector is already supporting almost all of the service activities through contributions made locally. A federal initiative should not divert private funds from local organizational efforts to encourage service. Instead, federal level policy makers should recognize that an expanded effort will mean an increased financial commitment by both the private and public sectors.

The YMCA strongly supports and encourages Congress and the Administration to enact a bipartisan initiative to encourage youth service and community volunteerism. The growing grassroots youth service movement is one of the most encouraging developments in America today. A federal initiative consistent with the principles outlined above would provide critically needed support to this important movement.

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YMCA of the USA, Washington Office
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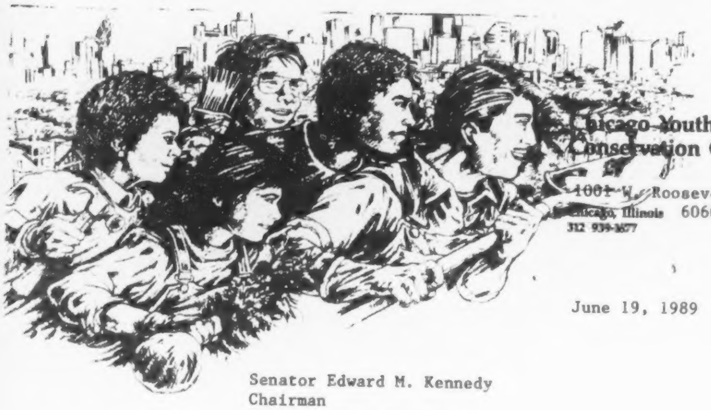

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June 19, 1989

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Senator Edward M. Kennedy
Chairman
United States Senate
Committee on Labor and
  Human Resources
Washington, DC 20510-6300

Dear Senator Kennedy:

We thank you for the opportunity to submit testimony for the series of hearings you are conducting on national and community service legislation.

Pending legislation shows the nation is taking note of its at-risk youth. Hopefully so. Those kids with the economic and educational shackles need a break. But there's more at stake here than just those kids. As their numbers grow, the at-risk problem creeps outward. It's a plague with tenacles, still unseen by some who .. as yet .. live far from gangs and street crime and the life-without-purpose scenario. But seen or unseen, the decay gains ground. And the question, "Where will the nation be tomorrow?" becomes a haunting one.

To reverse the at-risk trend, the Chicago Youth Conservation Corps makes its plea in support of Title II, Title III, Title IV, and Dodd's proposal (S.322). Legislation such as this will push at-risk young people into productive vocations - the effective antidote for the street-corner syndrome. CYCC bears witness to this approach. Not with every kid it recruited from society's underbelly. But with many. Unfortunately, the fledging CYCC is struggling financially, just as its machinery is rolling smoothly, a year's experience having cleared out the administrative kinks. The dollars to sustain our program are difficult to attain locally; we are in definite need of financial support on a national level to serve as a cornerstone for our program.

In it's efforts over the past 18 months, CYCC has discovered that an at-risk youth can't be schooled for a job in a matter of weeks. Sometimes not even in six months. The year proposed by Sen. Christopher J. Dodd of Connecticut proves more realistic. Here's why: At-risk youth can't be rubber stamped; each is an individual. But CYCC has found certain characteristics are general with the Chicago youth. He (or she) comes from a home where inhabitants have survived ghetto living for three or four generations. Chances are the kid has never seen a parent or grandparent work a regular job, getting up at 6 a.m., showering, packing a lunch, and heading out the door at 7 a.m. He's never heard an off-to-work-we-go tune sung in his ghetto rooms because no jobs exist in the ghetto anymore, and no feasible public transportation extends to outlying areas where companies have relocated.

For the most part, the kid's life has been programmed by food stamps, welfare checks, and the tube that concentrates on consumption rather than production. At an early age he learns via TV that success is tied to things. So when he gets a dollar, more likely than not, he'll buy a do-dad or thing that announces he's somebody, rather than completing a project or producing an idea. The inner city schools, frequently labeled "holding pens" by Chicagoans, aren't rating good report cards in their salvage efforts either. Increasing dropout rates, dipping test scores, and former Education Secretary William Bennett's assessment attest to the city school's failures.

So, when training programs come along, they're at the starting gate with these at-risk kids. The programs must not only teach a skill or trade, but also must instill the work ethic: arrive at work on time, good attendance, phone in when you are ill, follow directions, respect authority, keep on-the-job language free from street talk and profanity, settle disputes verbally, and WORK.

Concept for CYCC had been born back in the summer of 1987 with plans solidifying during that autumn under the tutelage of a temporary director and ten-member board. Staff consisted of executive director, curriculum coordinator, administrative assistant and crew supervisors. Founding organizations were the YMCA of Metropolitan Chicago, the Community Renewal Society (CRS), the Chicago Park District, and the Mayor's Office of Employment and Training (MET). Although these organizations provide direction and ideological support, the Park District is the only one that has contributed financially to CYCC ($31,294).

CYCC's trainees come from low-income households where no family of four earns more than $13,000 annually. Some live on much less. Both young men and women make up CYCC's ranks, and the program's ethnic mix is principally black and Hispanic with a growing number of Native Americans. Approximately 70% are dropouts and even those who earned diplomas are often at only a sixth grade level in reading and math.

From the outset, CYCC decided to go with a decentralized structure, basing its operations in neighborhoods rather than at a central site. This format gave the Corps a chance to add luster to corroding neighborhoods, a problem that plagues Chicago. CYCC's three neighborhood sites center at Douglas Park (called North Lawndale Community by the Census Bureau), Washington Park, and Humboldt Park. Trainees are recruited from these neighborhoods and nearby blocks that share demographic and ethnological characteristics. Trainees meet in the mornings at the neighborhood Ys; they attend neighborhood alternative schools, and a portion of their jobs are within the neighborhoods. Crew supervisors also come from these neighborhoods so they can better understand trainees' background, personalities, and problems. This neighborhood concentration was designed to generate local pride and to give Corps members a taste of community citizenship.

But CYCC doesn't confine Corps members to their neighborhoods. To the contrary, it attempts to break the invisible shackles that tie youths to a ghetto perspective. Numerous day-to-day jobs take trainees to other city sites: the Chicago Loop, the lakefront, distant neighborhoods. And field trips carry them miles away to horticultural gardens, the 1500-acre arboretum in Lisle, to perennial plant wholesalers, museums, Chicago Cubs baseball games for examination of the special turf. And, importantly, the program's school segment attempts to lure trainees back to education.

Before joining CYCC, most trainees were riding a streetcar of despair, going nowhere. If there was a way out, most couldn't see it because many belong to third and fourth ghetto generations, wearing the blinders of hopelessness passed to them from their elders. CYCC strives to offer them a way upward, either within or outside their home turf. Here's where trainees come from; these are the areas that mold their outlook.

## Douglas Park

Douglas Park's official unemployment rate hovers around 20%, a figure that fails to take into account the hundreds of jobless who've simply been erased from labor force data. These individuals have been out of work so long that they're no longer counted in the statistics (some never even started to work). A more realistic picture comes from the Census Bureau's 1980 figures. These numbers tell that 61% of the individuals 16 and over in Douglas Park are without jobs.

Douglas Park never really rallied from the devastating riots and arson triggered by the assassination of Martin Luther King, Jr., in 1968. Today, this area that's 96% black is stripped of industry. The last industrial pillar crumbled in '87 when Sears, Roebuck and Co. made its final exit. International Harvester and Western Electric had left earlier.

With industry and businesses gone, downbeat activities boom in this West Side neighborhood - drug trade, crime, and gang violence. People are homeless, seeking out corners of abandoned buildings. People are hungry. It's not uncommon to see chains on refrigerators to keep food safe. And when the local Y was blessed with a truckload of cheese, the grapevine brought more than 400 people to the Y's doorstep.

In Douglas Park ...

- More than 40% of the families live below poverty level.
- 70% of these below-poverty families are headed by women.
- Approximately half the residents receive some form of welfare.
- Along with diseases reported to the Chicago Health Department are the numerous cases of lead poisoning resulting from children eating paint peelings in old buildings.
- The high school dropout rate averages 58%.

## Washington Park

Last year, nearly 10% of the city's 691 murders were in the Washington Park district. Yet, this area accounts for only about one percent of Chicago's total population. As in Douglas Park, crime is brutal and plenteous with gangs hiring elementary school kids to peddle small doses of drugs or to ride bikes around drug-trading perimeters, keeping an eye out for police.

Situated on the South Side, Washington Park is one of Chicago's most scarred neighborhoods. It's a checkerboard of slum housing, vacant lots, abandoned buildings, and public housing projects. Approximately 69% of the people, aged 16 and up, have no jobs, so in winter unemployed males, both young and old, huddle outdoors around steel drums where fires blaze. Skilled labor is scarce, and dropout rates in the various high schools range from 23% to 69%.

The area is 99% black with a large portion (43%) of the population 20 years or younger. In 1986, the latest statistics available, one third of the births were to teenage mothers. As in other urban areas around the nation, teenage pregnancy, birth, and the assignment of a welfare number have attained a rite-of-passage status. Minus a positive anchor at home or school, many of Washington Park's youth aim for "survival" rather than "progress" in their tomorrows.

## Humboldt Park/Logan Square

Humboldt Park is a neighborhood ....

- Where arms folded wrongly can get you beat up because unwittingly you've given a rival gang signal.

- Where kids take circuitous bus routes to school, sometimes for 1½ hours because gangs ride public transportation on the direct route.
- Where "at home" boys and "at home" girls stay behind locked doors because their neighborhood is gang controlled.
- Where big brothers are prone to chaperone their sisters to the supermarket.
- Where wearing the colors doesn't mean the red-white-and-blue but the colors of dominant gangs.

Although no official statistics exist to support the claim, Humboldt Park is said to be the city neighborhood with the largest variety of gangs (City-wide, Chicago has 135 different gangs; overall membership totals approximately 14,000).

In Humboldt Park, the vast majority of kids don't belong to gangs. But they're terrorized by them, frequently buckling to a gang's will out of fear.

Over the past century, Humboldt Park has seen a string of varied immigrants populate its blocks: Irish, Swedish, Italian, German, Polish, Russian, to name a sampling. And a multi-national flavor still lingers in the neighborhood, but today Hispanics make up the dominant group (41%).

Since the '70s, the area has had its share of turmoil - rioting and looting, gang-related shootings that prompted tavern shutdowns, and a legion of fires (In 1978 alone, 3,000 fires were reported, 1,200 of these attributed to arson). But many residents will tell you that the lack of industry, poor city services such as garbage pick-up, ineffective schools (The high school dropout rate averages 57%), and unemployment all build the time bomb that erupts into street violence.

Their neighborhoods, their family life - or lack of it - and their inadequate schooling rarely prepare trainees for the regimen of CYCC. It's not easy work, especially in the 90 and 100 degree heat of Chicago's past summer. Admittedly, some quit because demands and disciplines are too heavy. But under the guidance of crew supervisors, most stay with the challenge. On the job, trainees plant and prune trees, shrubs, and bushes. They lay sod and care for flower beds. They clean up playlots and pull debris from lagoons. Grading, mulching, trimming, weeding, and watering are also part of their job agenda at public parks and properties around the city. Trainees (usually 12 to a crew) work four days a week (6½ hours daily) at minimum wage. On Friday, they attend school for basic skills, job orientation, and landscaping curriculum. CYCC's thrust has always been to lead youth back to education.

Within 30 days after program completion, CYCC's 3 permanent crews attained a 50% positive placement in landscaping and other fields. The basic skills portion of CYCC's training also recorded positive results. A standardized pre and post TABE (Test of Adult Basic Education) showed that of the 35 trainees, 10 improved three grade levels or more in reading, and five improved two grade levels. In math, 10 progressed two grade levels or better. One grade level in both areas was a standard gain. Two students chose to return to school.

In the community service area, CYCC crews worked at more than 60 sites around the city, either maintaining or upgrading the landscape. The dollar value of their work was conservatively estimated at $212,000 by Richard Faille, chief horticulturist for the Chicago Park District, and James Duggan, landscape construction supervisor for the Chicago Park District.

Tasks were varied, tuning trainees to different aspects of landscaping and environment. At the highly visible Chicago Historical Society, "beautification" was the byword as corps members planted ground cover and shrubs. At Garfield Park Conservatory, youth assisted a Department of Human Services project by transplanting 144,000 tomato, pepper, cabbage, and collard plants.

When drought threatened Chicago's trees, the Corps fanned out around the city to join in emergency watering. And for Prime Minister Noboru Takeshita's expected visit to Chicago, trainees stepped out of the occidental landscaping to sample the Oriental. They refurbished Jackson Park's Japanese Garden. Grasping the sense of dignity fundamental to Japanese gardens, Corps members sodded, pruned, and cleared the waterfall and lagoon of trash and debris. A visit to the three Japanese islands at the Chicago Botanical Garden in Glencoe gave them a model to emulate. Like all their CYCC experiences, these projects served to lead trainees from street corner to work sphere.

Then there are the gains that can't be measured by greenery or numbers. Yet, these are the ones that stay with staffers longest.

> Consider Robert G and Luis O, for example. They put gang associations behind them. During the CYCC program, they shared both work and turf with former members of 'enemy' gangs. And there was peace. "We got to know those guys," says Robert. "We talked together. We sat together. We worked together."
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> Or take Javier R. He slipped into high school with only a second grade reading level. "I only had to have my body there to get passed," he comments. In tenth grade, he dropped out. Understandable. During CYCC's program, Javier received special help, upping his reading to a fourth grade level - hardly a startling improvement. The triumph came later. Now a factory worker, Javier recently called the CYCC office. He wants to be tutored after work. That's the gain - Javier recognizes there's an answer to his need.

> Then there's James A. When he signed up for CYCC, he taunted his crew supervisor with, "I've never finished anything yet!!" and you could hear the exclamation points bounce off the walls. But James was soon into the swing of CYCC. And his peers expressed no surprise when he finished the six-month program.

From its experience, CYCC cautions future corps not to "cream" the surface when recruiting; and to establish a program of length that honestly re-teaches youth in the work-ethic area.

CYCC is a viable program addressing the needs of the economically disadvantaged youth of Chicago. We support the need for national legislation establishing a youth corps throughout these United States that provides needed federal funds to local and state corps agency. We wish you well as you provide this needed legislation.

Sincerely,

Ronald A. Ahlman

Ronald A. Ahlman
Executive Director

The **Chairman**. Thank you for your very helpful testimony, and if further ideas come up, we certainly look forward to any recommendations or suggestions you may have.

I want to thank you very much.

The committee stands adjourned.

[Whereupon, at 12:25 p.m., the committee was adjourned.]

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